

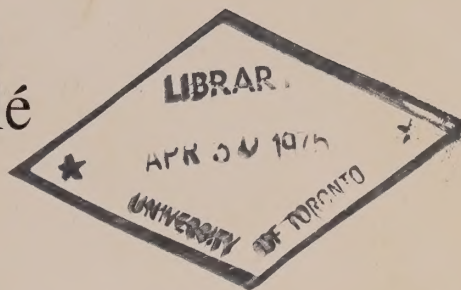
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Profile: Montreal

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The political and administrative
structures of the metropolitan
region of Montreal

André Bernard
Jacques Léveillé
Guy Lord



Ministry of State

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The political and administrative structures
of the metropolitan region of Montreal

CA1 UA -74P64

by André Bernard, Jacques Léveillé
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Department of Political Science
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Ottawa
September 1974

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Research team

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Foreword

The information presented in this monograph gives as complete a description as possible of the political and administrative structures of the metropolitan area of Montreal, ranging from the structure of local and regional governments to the composition of political and administrative agencies.

Particular importance has been placed on describing local and regional structures dealing with urban land use planning and urban transportation, as well as the relations which have been established with provincial and federal governments in these two areas. Similar information has been collected in nine other urban areas in Canada, in order to establish an inventory of their political and administrative structures.

The project's major objective has been to overcome the absence of systematic information about the government of these ten large Canadian cities. More particularly, it is a response to the need to know how our large urban centres are governed and how they participate in the complex process of planning for urban development.

The monographs will be available in all Information Canada bookstores, and will periodically be updated to ensure they contain currently correct information.

The project was carried out by a team of researchers from l'Université du Québec à Montréal, in close collaboration with the staff of the Ministry of State for Urban Affairs, and with considerable help from the organizations which were the subject of the studies. It is one element, however modest, in a laborious process of systematically collecting information about Canada's major urban areas.

André Saumier
Assistant Secretary

Abstract

The political and administrative structures of the Montreal metropolitan region are relatively uncomplicated as the Montreal Urban Community has only recently been formed.

The City of Montreal, on the other hand, has a more complex structure because of the large number of Services involved in its administration.

Urban land use remains the prerogative of MUC member municipalities, although certain aspects such as urban transportation have become the responsibility of the City of Montreal.

Table of contents

Introduction	1
I The political and administrative structures of the Montreal metropolitan region	3
A The Montreal Area	5
1 The Montreal Area	5
2 Main concentrations	8
3 Selection of political and administrative entities described in this monograph	10
B The Montreal Urban Community	13
1 General description of structure	13
2 Political and administrative structures	22
3 Independent organizations	54
C The City of Montreal	57
1 Outline	57
2 Political structures	58
3 City of Montreal departments	76
4 Coordinating structures	94
5 Independent organizations (intermediate administrative structures)	95
II Political and administrative structures and urban development	101
A Structures involved in urban land use planning and development	103
1 At the local level	103
2 At the metropolitan level	112
3 At the provincial level	123
4 At the federal level	133
B Structures involved in urban transportation planning	139

Table of contents (cont'd)

1 At the local level	140
2 At the metropolitan level	142
3 At the provincial level	157
4 At the federal level	164

Conclusion

List of tables

1 Incorporation dates and population of the former municipalities amalgamated into the City of Laval in 1965	9
2 Incorporation date, legal status and population of municipalities amalgamated into the Municipality of Ste-Scholastique in 1971	11
3 Population and assessment - municipalities of the Montreal Urban Community	16
4 General data concerning the municipalities of the Montreal Urban Community (March 1974)	18
5 Members of the Council of the Montreal Urban Community, March 1974	30
6 Members of the Executive Committee of the Montreal Urban Community, March 1974	37
7 Department Heads of the Montreal Urban Community, March 1974	42
8 Actual expenditures and estimates, Montreal Urban Community Departments, 1972-73-74	43
9 Members of the Public Safety Council, March 1974	49
10 Area served by the Montreal Urban Community Transportation Commission	53
11 Population - Comparative figures	59
12 Population of the Montreal Urban Community	60
13 City of Montreal - Results of the October, 1970 municipal election	64
14 City of Montreal Councillors (1970)	67

List of tables (cont'd)

15 Members of the Executive Committee, 1973-74	72
16 Heads of Departments, City of Montreal, February 1974	79
17 Expenditure estimates for City of Montreal Departments, 1972, 1973, 1974	80
18 Names and status of professional people from the MUC Planning Department appointed to the Hanigan Committee	121
19 District covered by the Ste-Scholastique Special Area	136

List of figures

1 Administrative Region No. 6 - 1971 (Government of Quebec)	6
2 Municipal boundaries of MUC municipalities	15
3 Political and administrative structures of the MUC (unofficial, February 1974)	24
4 Political and administrative structures of the City of Montreal	78
5 Housing and Urban Planning Department, City of Montreal	107
6 MUC Survey Committee	119
7 Department of Municipal Affairs Organization Chart	125
8 OPDQ Organization Chart	130
9 St-Scholastique Special Area	135
10 MUCTC Administrative Structure	144
11 MUCTC Planning Department	145
12 Metropolitan Transit Board	151
13 Quebec Department of Transport - Administrative Organization	160

List of appendices

1 Expenditures for area land use planning and

List of appendices (cont'd)

development, 1973-74, City of Montreal	167
2 Draft Bill relating to Urban Planning and Development - City of Montreal	171
3 Projects Financed by Canada and Implemented by Quebec - Special New Montreal Airport Area	175
4 1973-74 Budget transportation expenditures - City of Montreal	179
5 MUCTC	183
6 Powers of the Department of Transport (C. 55, Quebec Statutes, 1972)	185
Documents	187
Detailed plan	191
Other publications in this series	197

Montreal municipal election results
November 10, 1974



Ministry of State Ministère d'État
Urban Affairs Affaires urbaines
Canada Canada

Municipal election results
November 10, 1974 - City of Montreal

Mayor: Jean Drapeau (CP)¹

Electoral district	Seat 1	Seat 2	Seat 3	Seat 4
Ahuntsic -	Jean Leblanc (CP)	Gilles Chevalier (CP)	Michel Hamelin (CP)	
Côte des neiges -	Nick Auf Der Maur (MCM)	Yves Normandin (MCM)	Bob Keaton (MCM)	
L'Acadie -	Roger Sigouin (CP)	Germain Roy (CP)	Lawrence Hanigan (CP)	
Maisonnette -	Pierre Lorange (CP)	André Roy (CP)	Normand Lussier (CP)	
Marie-Victorin -	Fernand Desjardins (CP)	Claude Provost (CP)	Adrien Angers (CP)	
Mercier -	Claude Varin (CP)	Jacques Martineau (CP)	Marius Minier (MCM)	
Notre-Dame-de-Grâce -	Michael Fainstat (MCM)	Arnold Bennett (MCM)	Ginette Keroack (MCM)	
Papineau -	Gérard Niding (CP)	Serge Bélanger (CP)	Gaétan Lebeau (MCM)	
Rivière-des Prairies -	Mariette Lapierre (MCM)	Lionel Bourdon (CP)		
Rosemont -	Jean Trottier (CP)	C.-René Paris (CP)	Paul Beauchemin (CP)	
Sainte-Anne -	Joffre Laporte (CP)	Albert Collette (CP)	Yves Magnan (MCM)	
Saint-Edouard -	Jean Labelle (CP)	Roméo Desjardins (CP)	Jean-K. Malouf (CP)	
Saint-Henri -	Angelo Anfossi (CP)	Guy Moses (CP)	Yvon Lamarre (CP)	
Saint-Jacques -	Marcel Morin (MCM)	Raymond Poulin (MCM)	Paul Cliche (MCM)	
Saint-Louis -	Jean Roy (MCM)	John Gardiner (MCM)	Phidyme Tremblay (MCM)	
Saint-Michel -	Rocco Alexander Luccisiano (CP)	Thérèse Daviau- Gergeron (MCM)	Ernest Roussile (CP)	Raymond Bourget (MCM)

Municipal elections results
November 10, 1974 - City of Montreal (cont'd)

Electoral district	Seat 1	Seat 2	Seat 3	Seat 4
Saraguay -	Léonard Leblanc (CP)			
Snowdon -	Gerry Snyder (CP)	Nat Aronoff ³ (DM)	Abraham Cohen (CP)	
Villeray -	Jean La Roche (CP)	Charles Martel (CP)	Arthur Gagnon (CP)	

- 1 Civic Party
- 2 Montreal Citizens Movement
- 3 Démocratie-Montréal

Introduction

Part I of this monograph describes the political and administrative structures of the City of Montreal and the Montreal Urban Community (MUC), that is, the city proper and the metropolitan government of the island of Montreal. This is preceded by a brief outline of the greater Montreal area, including its natural boundaries.

Part II is a more detailed description of the municipal, metropolitan, provincial and federal structures involved in the urban development of the Montreal community proper. Two areas in particular are examined: urban land use and transportation planning.

The most recent information in this monograph is dated February, 1974.

I The political and administrative structures
of the Montreal metropolitan region

A The Montreal area

1 The Montreal area

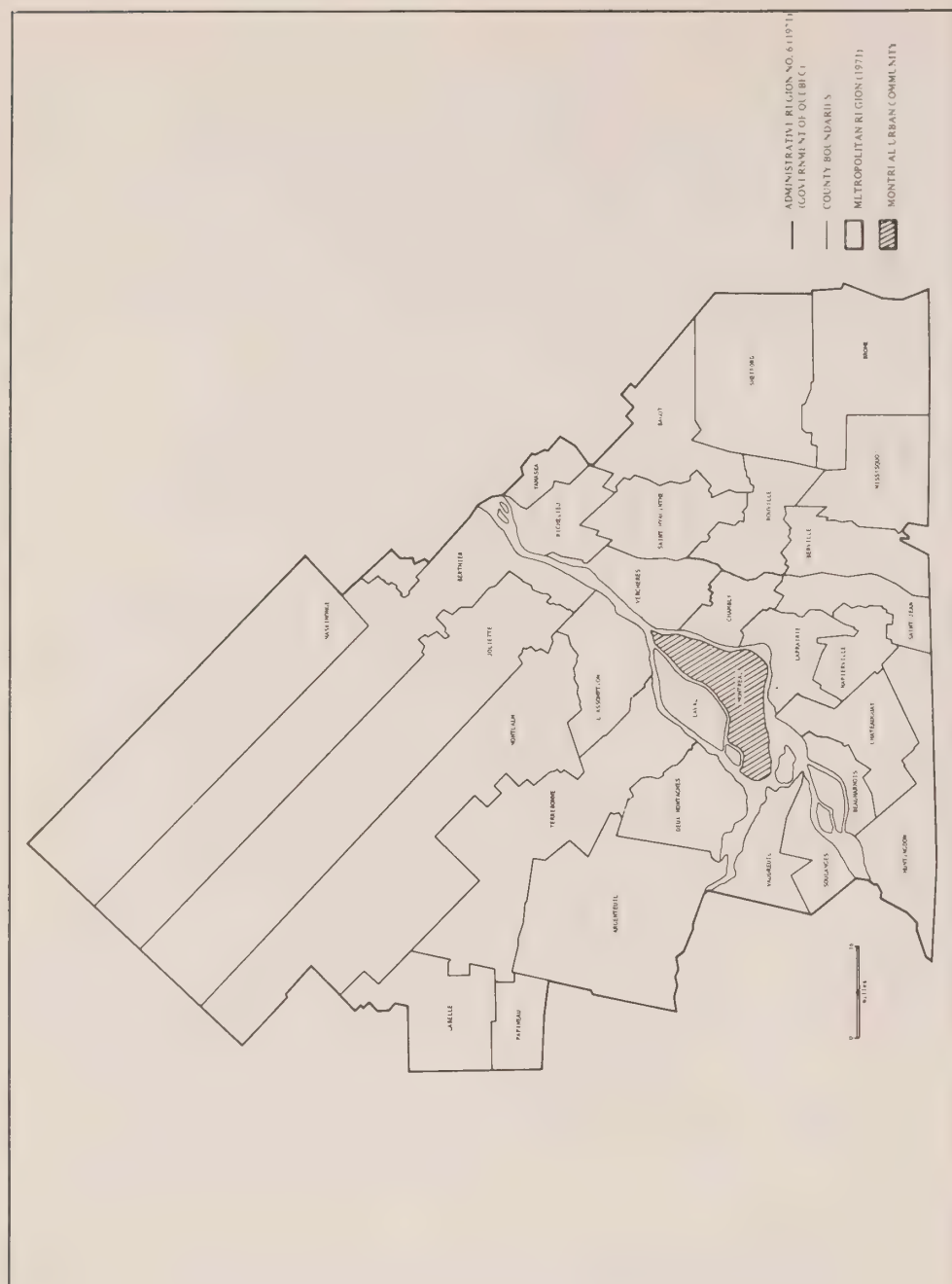
There are three official definitions of Metropolitan Montreal; the one offered by the Urban Planning Department of the City of Montreal is half-way between the definition put forward by Statistics Canada and the one proposed by the Department of Industry and Commerce.

1.1 The definition of the Department of Industry and Commerce

The Department defines the Montreal area as comprising Montreal's area of influence, or even its growth area, which includes the following 29 census counties: Brome, Shefford, Missisquoi, Rouville, Bagot, St-Hyacinthe, Richelieu, Yamaska, Verchères, Chambly, Laprairie, St. John's, Iberville, Napierville, Châteauguay, Beauharnois, Huntingdon, Vaudreuil, Soulanges, Papineau, Labelle, Argenteuil, Two-Mountains, Terrebonne, Montcalm, l'Assomption, Joliette, Berthier, Maskinongé; and the counties of Ile-Jésus (Laval) and Montreal Island (MUC).

The area covers 15,695 square miles and has a population of 3,513,145, with a density of 223 inhabitants per square mile (1971).

This definition includes the larger concentration of the special area known as Ste-Scholastique, the town of Ste-Scholastique, Laval (Ile-Jésus) and MUC (the island of Montreal) as well as the South Shore.



1.2 Definition of the Urban Planning Department

The following definition of Metropolitan Montreal's growth area was offered in January, 1963, by the Montreal Urban Planning Department. Following a detailed analysis of eight standards of delimitation, the Department limited the total number to the 15 census counties which met six criteria: L'Assomption, Terrebonne (southern part), Two-Mountains, Vaudreuil, Soulanges, Beauharnois, Châteauguay, Laprairie, Napierville, St. John's, Iberville, Rouville, Chambly, Verchères, St-Hyacinthe and the counties of Montreal Island and Ile-Jésus.

The area covered is 3,410 square miles; the total population is 3,084,747, with a density of 904 inhabitants per square mile (1971). It should be noted that this area is about five times smaller than the one drawn up by the Department of Industry and Commerce.

1.3 Definition of Statistics Canada

The definition of the Montreal Urban Centre given by Statistics Canada is based on the interdependence of the urban communities within the larger urban centre. According to the last two censuses, Metropolitan Montreal takes in the following eight census counties: Island of Montreal, Ile-Jésus, and the urbanized and heavily populated areas of Two-Mountains, Terrebonne, L'Assomption, Châteauguay, Laprairie and Chambly.

The area covered is 2,169 square miles; total population is 2,778,683, with a density of 1,281 inhabitants per square mile (1971).

2 Main concentrations

There have been three main decisions to regroup populations within new boundaries in the Greater Montreal area. In chronological order, they led to the incorporation of the City of Laval, the Montreal Urban Community and Ste-Scholastique.

2.1 City of Laval

Bill 63, the Charter of the City of Laval, was approved on April 6, 1965 by the provincial legislature, and it was made a part of the Cities and Towns Act, c. 89. Since then, the City of Laval has been governed by the Cities and Towns Act, although Bill 63 contained certain amendments. Table 1 lists the dates of incorporation of the various municipalities amalgamated in 1965, as well as the substantial development which has taken place recently on Ile-Jésus.

2.2 Montreal Urban Community

A special section of this monograph deals with the MUC, including basic information pertaining to the MUC and a description of its political and administrative structures.

2.3 Ste-Scholastique

The decision to locate the new Montreal airport in the northern part of the area has involved a whole series of other decisions, two of which led respectively to the establishment of the special area of Ste-Scholastique (See Part II, A 4.6 b) and the creation of the new municipality of Ste-Scholastique in January, 1971.

Table 1 Incorporation dates and population of the former municipalities amalgamated into the City of Laval in 1965

Former municipalities	Incorporation date	Population			
		1941	1951	1956	1961
Laval-des-Rapides	1912	3,242	4,998	11,248	19,227
Laval-sur-le-Lac	1915	312	189	363	620
Sainte-Rose	1918	2,292	3,660	5,378	7,571
Pont-Viau	1947	1,342	5,129	8,218	16,077
Laval West		542	1,935	3,818	5,440
St-Vincent-de-Paul	1952	2,850	3,480	6,784	11,214
Vimont (St-Elzéar)	1956	925	1,596	2,589	4,150
Fabreville	1957	857	1,345	1,840	5,213
Duvernay	1958	1,425	1,521	3,095	10,939
St-François	1958	1,161	1,275	2,630	5,122
Ste-Dorothée	1959	1,688	726	1,158	5,297
Auteuil	1961	769	1,088	1,337	2,603
Chomedey	1961	3,868	7,732	16,677	30,145
L'Abbord-à-Plouffe	1947				
St-Martin					
Renaud					
Ile Laval			(449)	(660)	(823)
Total for Ile-Jésus		21,273	34,674	65,135	123,918
Total for the City of Laval - 1971:	228,010				169,932

Table 2 shows the incorporation dates, the legal status and the population of the various municipalities amalgamated in 1971.

Throughout the last decade, there has been frequent talk of regrouping, under a metropolitan form of government, the populations and areas of the South Shore of Montreal. The plan contemplated would be more along the lines of the Montreal Urban Community than those of the City of Laval. Debate is continuing and there is no indication that a final decision is forthcoming.

3 Selection of political and administrative entities described in this study

Whichever definition of the Montreal area we choose, it is impossible to gather all the necessary information with the means of research available. We have, therefore, based this study on the communities which are the prime movers in the area: the City of Montreal and the Montreal Urban Community. The first part of the monograph is devoted to them, while the second part deals with their relationships with the rest of the area, both on the north and on the south sides, within the framework of a description of the structures involved in urban land use and transportation planning.

Table 2 Incorporation date, legal status and population of municipalities amalgamated into the Municipality of Ste-Scholastique in 1971

Names of former municipalities	Designation	Incorporation date	Population 1961	Population 1965
St-Augustin	Village	21-03-1936	444	469
St-Benoît	Village	24-02-1898	571	592
Ste-Scholastique	Village	18-05-1855	838	1,435
St-Antoine-des-Laurentides	Parish	1-01-1949	983	927
St-Augustin	Parish	1-07-1855	1,137	1,500
St-Benoît	Parish	1-07-1855	971	1,047
St-Canut	Parish	9-06-1857	1,114	1,199
St-Hermas	Parish	1-07-1855	1,102	1,123
St-Janvier-de-Blainville				
Ste-Monique	Parish	31-12-1872	1,177	1,192
Ste-Scholastique	Parish		1,472	865
St-Janvier-de-la-Croix	No designation		1,049	1,243
Population at date of amalgamation was 14,453				

B The Montreal Urban Community

1 General description of structure

1.1 Incorporation

The Montreal Urban Community was established under an Act of the Quebec National Assembly, the Montreal Urban Community Act, c. 84 of the Quebec Statutes of 1969; the MUC Act was ratified on December 23, 1969, and came into effect on January 1, 1970.

On February 9, 1970, Quebec Minister of Municipal Affairs, Maurice Tessier, called the first meeting of the Council of the Community, after council members had elected a chairman and vice-chairman, as well as an Executive Committee vice-chairman. The first Executive Committee chairman was elected by the Lieutenant Governor in Council, but he is usually chosen by the Council of the Community. Members of the Executive Committee were elected at area council meetings on January 28 and 29, and the first meeting of the Executive Committee was held on February 10, 1970.

1.2 Legal status and special mandate

The Community is a corporate body under the Civil Code; it has the general powers of a corporation as well as the specific powers granted to it under the Act.

Within the system of local government that is currently in effect in Quebec, the Community constitutes a federative form of metropolitan government which includes 30 municipalities.

1.3 Area, population and general features

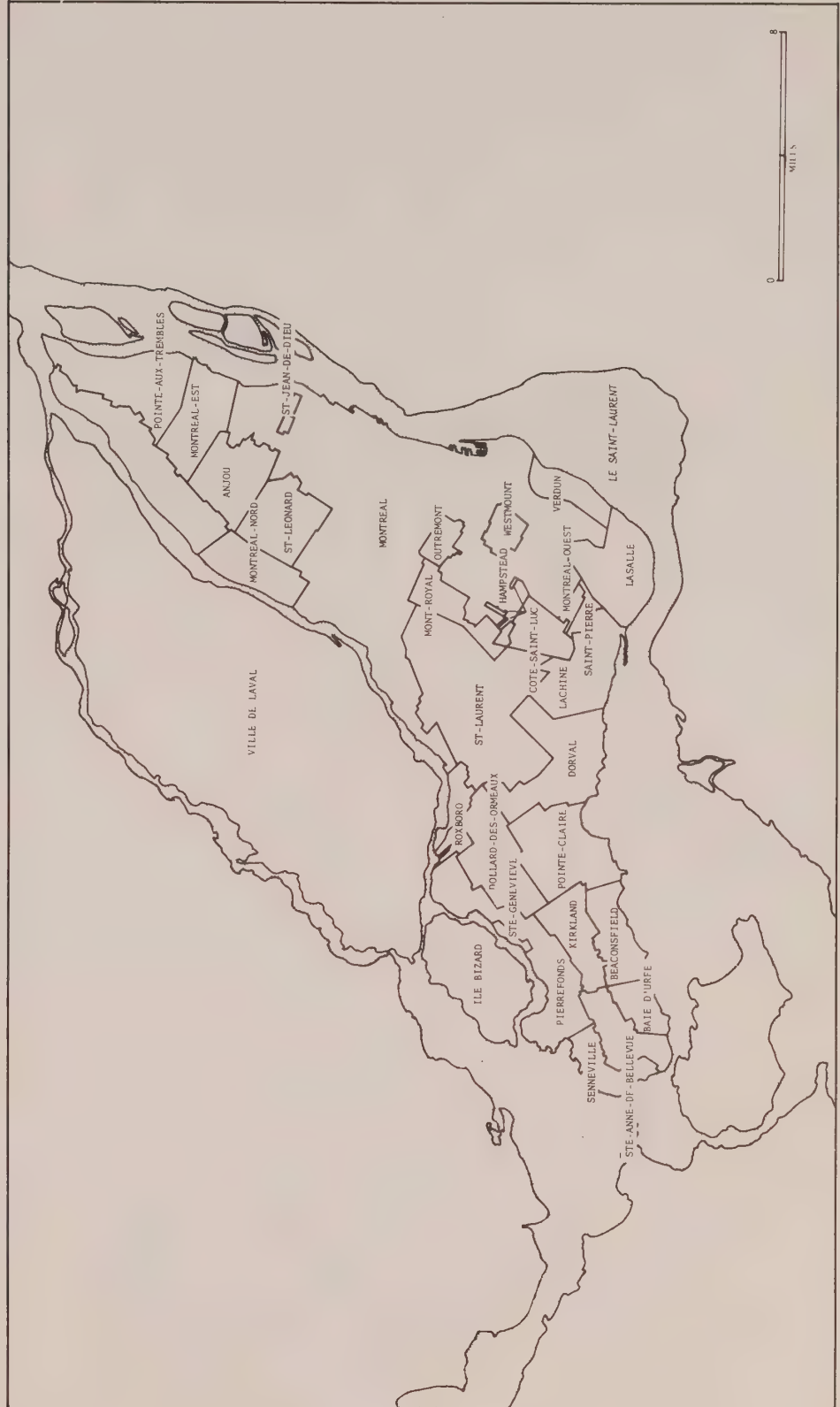
The MUC comprises 30 municipalities located on the Island of Montreal, and on Bizard and Dorval Islands. The area covers 112,500 acres and the population is 1,984,842.

Figure 2 shows the municipal boundaries of the MUC.

Table 3 presents a brief outline of the demographic and financial diversity found within the MUC. For example, while the average area population is 30,000, the municipality of Dorval Island has only seven inhabitants compared to 1,224,558 in the City of Montreal. Valuation rolls show similar variations. Even if these extreme variations are set aside, substantial disparities are noted; for example, total assessment for Ste-Geneviève is merely \$10 million, against at least \$565 million for the City of St-Laurent.

While the political and administrative structures of MUC member municipalities are fairly similar, some variations should be mentioned. The municipalities of Montreal-West, Roxboro and Montreal have a system of representation which departs noticeably from the norm (a six-member municipal council, plus the mayor): in the first two instances, the system of elected commissioners is in effect, while Montreal has a council and an executive committee. So far as the administrative structures are concerned, there is again a noticeable diversity, with only five municipalities having planning departments (Montreal, Pierrefonds, Pointe-aux-Trembles, Pointe-Claire and St-Laurent), while a large number of municipalities have a city manager. Table 4 provides this information for the various municipalities within the MUC.

A more detailed study of the similarities and differences among MUC member municipalities, in the area of functional planning specialization and that of administrative services provided, would show the MUC to be a veritable municipal mosaic.



LIST OF MUNICIPAL BOUNDARIES OF MUC MUNICIPALITIES

FIGURE 2

Table 3 Population and assessment - municipalities of the Montreal Urban Community

	Population (1972)	Assessment (1972)
Anjou	36,400	\$ 229,345,576
Baie d'Urfé	3,900	35,260,555
Beaconsfield	19,700	146,971,992
Côte-Saint-Luc	24,358	209,722,657
Dollard-des-Ormeaux	28,000	190,382,543
Dorval	20,827	238,713,565
Hampstead	7,171	88,564,730
Ile Dorval	7	490,150
Kirkland	3,500	51,340,430
Lachine	45,640	285,680,642
Lasalle	75,000	387,370,445
Montreal	1,224,558	6,193,009,485
Montreal-East	5,076	122,236,218
Montreal-North	90,013	358,358,523
Montreal-West	6,460	47,012,620
Mt Royal	21,482	311,953,400
Outremont	28,694	148,252,455
Pierrefonds	33,515	161,256,085
Pointe-aux-Trembles	37,493	140,989,675
Pointe-Claire	27,647	244,838,666
Roxboro	7,654	34,726,520
Ste-Anne-de-Bellevue	4,976	22,728,700
Ste-Geneviève	2,900	10,280,720
St-Laurent	63,294	565,681,720
St-Léonard	56,975	359,979,569

Table 4 General data concerning the municipalities of the Montreal Urban Community (March 1974)

Municipalities	Mayors	Number of councillors	Urban planning department	Managers or others
Anjou	Jean Corbeil	6		Claude Donaldson, Director of services
Daie d'Urfé	A. Clark Graham	6		Lionel Simard, Manager
Beaconsfield				
Côte-Saint-Luc	Samuel Moskovitch	6		J.G. Butler, Manager
Dollard-des-Ormeaux	Gérald Dephoure	6		R. Thériault, Manager
Dorval	Sarto Desnoyers	6		Jean-Louis Roy, Manager and Treasurer
Hampstead	G.M. Finlayson	6		C.G. Rioux, Manager
Ile Dorval				
Kirkland	J.A. Smiley	6		Roméo Labrèche, Secretary-Treasurer
Lachine	Guy Descary	6		Donald Beauchamp, Secretary-Treasurer
Lasalle	Gérald Raymond	6		Yves Roy, Manager
Montreal	Jean Drapeau	52	Guy Legault, Director	Jean-Louis Sauvé, Executive Secretary
Montreal-East	Edouard Rivest	6		Joseph Legris, City Clerk Roger Berlinguet, Treasurer

Table 4 (continued)

Municipalities	Mayors	Number of councillors	Urban planning department	Managers or others
Montreal-North	Yves Ryan	6		Aline Ouimet, City Clerk René Bergeron, Treasurer H.M. McLaughlen, Secretary- Treasurer John R. Warren, Manager
Montreal-West	Alastair Reekie	4		
Mt. Royal	R.J.P. Dawson	6		Richard Vanier, Manager
Outremont	P. DesMarais Jr.	9		Gérard Lepage, Manager
Pierrefonds	Cynol McDonald	6	Roger Fortin, Director	Guy Vanier, City Clerk Gilles Séguin, Treasurer
Pointe-aux- Trembles	Bernard Benoît	6	Serge Gibeau, Director	S.C. Same, City Clerk André Brunel, Treasurer V.S. Gray, Manager
Pointe-Claire	Arthur E. Séguin	6	Camille Bérubé, Director	Léo Lavigne, Clerk and Treasurer
Roxboro	W.G. Boll	4		Jean Lamoreux, Secretary-Treasurer
Ste-Anne-de Bellevue	Alphonse Trudeau	8		Douglas B. Moreau, Executive Director
Ste-Geneviève	Maurice G. Séguin	6		
St-Laurent	Marcel Laurin	10	Pierre Pomba, Director	

Table 4 (continued)

Municipalities	Mayors	Number of councillors	Urban planning department	Managers or others
St-Léonard	Léo Ouellet	6		Gaston Pion, Secretary-Treasurer
St-Pierre	Réal Ouellette	6		Gérard Goyette, Secretary-Treasurer
St-Raphael-de- l'Ile-Bizard	Dr. Bernard Patry			
Senneville	B.W. Burgess			
Verdun	Albert Gariépy	8		Jean-Paul Hébèrt, Manager
Westmount	Paul A. Ouimet	6		N.T. Dawe, General Manager

1.4 Intermunicipal relationships with the Montreal metropolitan region

Several commissions, appointed during the past 15 years, have stressed the need for a regrouping of municipalities along metropolitan lines:

a) Commission of Inquiry into Montreal's Metropolitan Problems (1955)

Without going into a critical appraisal of the work accomplished by and the boundaries of the Montreal Metropolitan Commission, which was still operative at the time, the Inquiry Commission recommended the establishment of a conciliation or arbitration board made up of an equal number of representatives from the suburban municipalities and the City of Montreal, plus an additional member appointed by the provincial government.

b) Committee for the Establishment of a Metropolitan Organization (1958)

This committee recommended a federative form of government called the "Greater Montreal Corporation," with a council made up of an equal number of representatives from Montreal and the other municipalities. The metropolitan district, comprising the Island of Montreal, the urban stretch on Ile Jésus and the industrial area of the South Shore, would have come under the jurisdiction of the new organization. The metropolitan region, comprising the Island of Montreal, Ile-Jésus and the South Shore where bridges connect Montreal with certain areas, was to be included in the planning area of the Master Plan while the areas included in the region were not to come under the jurisdiction of the metropolitan organization.

c) The Metropolitan Montreal Corporation (1959-69)

Following the release of the Paquette (1955) and Croteau (1958) reports, the Metropolitan Montreal Corporation was established in 1959. The new organization was never recognized by the City of Montreal due to the fact that the latter was not guaranteed majority representation, a guarantee which the City of Montreal had under the

Montreal Metropolitan Commission. The main concept of the Metropolitan Montreal Corporation was that of a federative organization, with an arbitration board headed by a provincial government nominee.

d) Commission of Inquiry into Intermunicipal Problems on Montreal Island (1964)

The Commission first considered the various concepts and forms of government put forward at a number of public hearings: a purely federative form of government, a modified federative form involving some arbitration, another modified federative form involving some proportional representation, the unitary form (one island, one city), and a simple cooperative form of government. The Commission then reached a compromise - the Montreal General Council.

It was to comprise 70 representatives from the municipal councils of the Island of Montreal, appointed on a demographic basis.

The Executive Committee was to have ten members, seven from the Executive Committee of the City of Montreal and three from the suburbs.

2 Political and Administrative Structures

2.1 General description

The government is based on two structures:

The Council of 81 members comprises the mayor and the councillors of the City of Montreal as well as the mayor or one delegate from each one of the other municipalities in the community who are ex officio;

The Executive Committee of 12 members; the seven members of the Executive Committee of the City of Montreal are ex officio members of the Executive Committee of the Community, while the other five members are selected among the mayors or the delegates from the other

municipalities of the Community which are regrouped into districts.

The Community has its own administrative services: Secretary's Office, Assessment, Air Pollution Control and Food Inspection, Metropolitan Transit, Water Pollution Control, Planning, Economic Development, Treasury and two organizations having a special status - the Public Safety Council, which is responsible for the Police Department, and the Montreal Urban Community Transit Commission.

Figure 3 shows an organizational chart of the political and administrative structures of the MUC.

2.2 Powers of the MUC

The Act grants the MUC two categories of powers:

- a) Mandatory powers - those granted under the Act, which the Community must exercise,
- b) Optional powers - those which the Community may exercise on the basis of a simple decision by its Council or with the approval of the Lieutenant-Governor-in-Council.

Among the mandatory powers of MUC, there is assessment of taxable property, the design of an official plan, food inspection, organization of a health department and the creation of a police force. Among powers which it may exercise when council so decides, there is the establishment of a central data processing department, air pollution control and the powers mentioned in paragraphs e, f, g, h, j and k of Article 112.

The powers which it may exercise with the prior approval of the Lieutenant-Governor-in-Council are all mentioned in Article 114 of the Act.

Municipalities within the Community retain their powers in all areas unless the Community decides to intervene in a specific field.

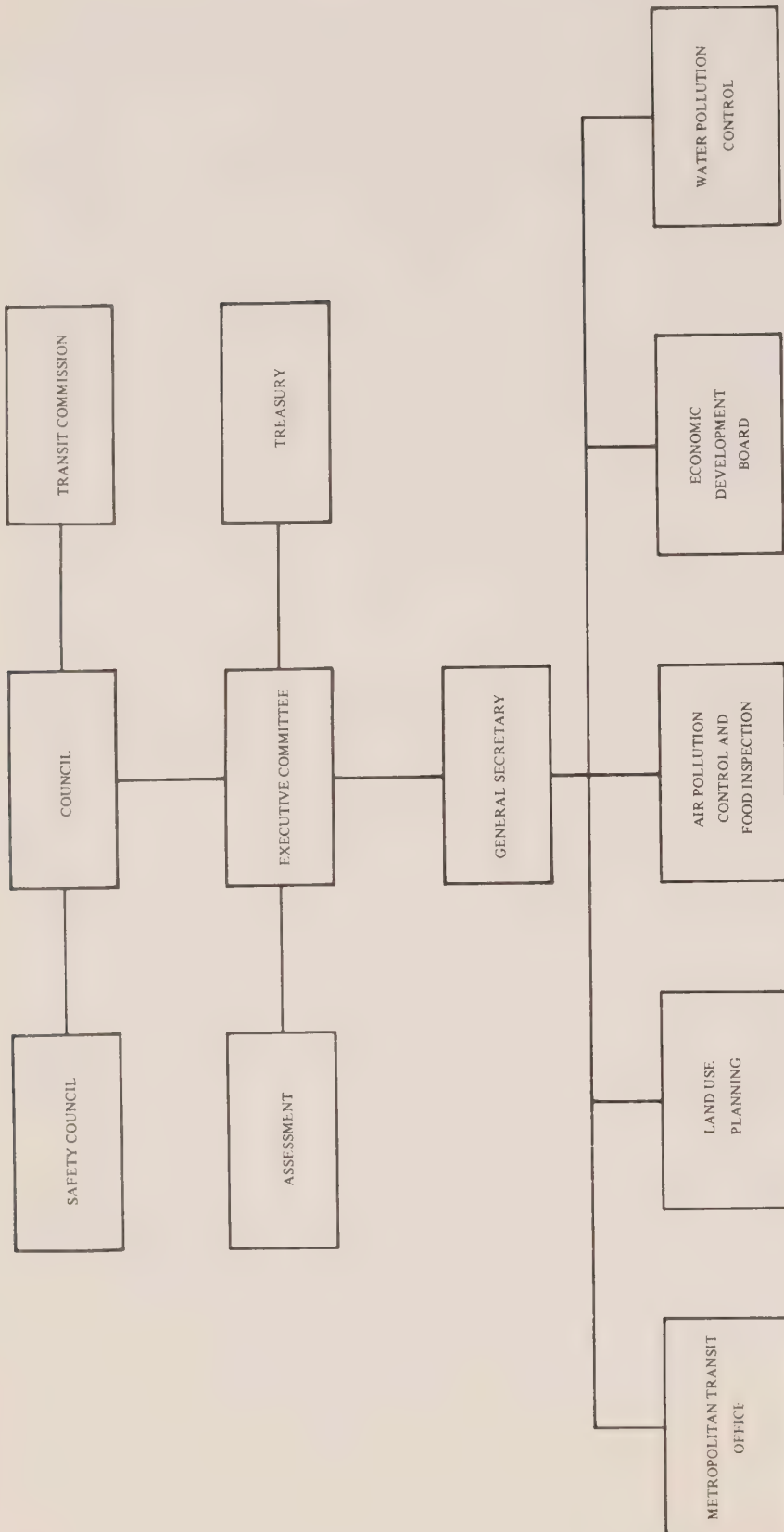


FIGURE 3
POLITICAL AND ADMINISTRATIVE STRUCTURES OF THE MUC (UNOFFICIAL, FEBRUARY, 1974)

2.2.1 Mandatory powers

Property assessment: An assessment department had to be and was in effect organized within three months after the Act became effective, and an Assessment Commissioner was appointed for the whole area.

A Lieutenant-Governor-in-Council regulation prescribes the form and contents of the valuation roll as well as the methods and standards to be used as a guide in establishing the market value of properties under the Act.

The Commissioner must prepare a new valuation roll every five years and ensure that it is reviewed annually. A Review Board must be established for rate-payers. Any rate-payer who wishes to question the correctness, the presence or the absence of an entry in the roll pertaining to a property of which he or someone else (who is not the agent or landlord) is the owner, may lodge a written complaint to this effect and bring it to the attention of the Board.

It should be added that as of 1973 the Review Board ceased to report to the MUC and came under the Quebec Department of Municipal Affairs.

Official Plan: In the three years following the coming into force of the Act, the Community was required to recommend a general land use plan showing:

- 1) land uses and approximate density zoning;
- 2) the approximate layout of main roads;
- 3) the nature and approximate location of urban services;
- 4) the nature and approximate location and layout of public utilities.

It should be noted that the Act does not specify, as it does for property assessment, the administrative structure required for the purposes mentioned. In 1971, this led to a controversy within the MUC as to how it should carry out its duties.

Food inspection - beginning in January 1972, the Community, instead of the municipalities, was required to exercise the powers laid down in the Cities and Towns Act and the charter of the City of Montreal concerning the regulation and inspection of food production and marketing.

Health department - the Community was required to organize, before January 1, 1972, a health department to serve the whole of its territory. However, the Social Affairs Act removed this potential jurisdiction from the MUC in order to centralize it at the provincial level.

Public security - the Act provides for the creation of a Public Security Council to be responsible for the maintenance of order, crime prevention and law enforcement. The Community is required to integrate police services.

2.2.2 Optional powers

The following powers may be exercised by the Community by simple decision of the Council:

Electronic processing of information - the Community may create a central data-processing system. This would make it possible to integrate information for the purpose of making valuation and tax rolls.

Air pollution control - the Community may adopt by-laws concerning the elimination of air pollutants.

Construction standards (sic) - the Community may establish, possess and operate garbage disposal centres within or outside its territory and regulate their use.

Public security - the Community may co-ordinate the fire prevention departments of the constituent municipalities.

Waterworks and sewers - according to section 174 of the Act, subject to the jurisdiction of the Quebec Water Board, the Community has the power to order and carry out, even outside its territory, all work relating to water treatment plants or works, water mains and sewer mains intended to serve more than one municipality. In addition, according to section 172 of the Act, the Community has coordination powers in matters concerning waterworks and sewers; thus, the municipalities are required to submit to the Community all their projects in this field, so that more effective coordination of pipes and works may be achieved.

The Community must obtain authorization from the Lieutenant-Governor in Council in order to exercise the following powers:

- Organization of recreation and creation of parks;
- Construction of subsidized housing;
- Integration of fire prevention departments;
- Creation of public libraries.

2.2.3 Other powers

Rearranging inter-municipal limits - within five years of the coming into force of the Act, the Community is required to prepare and submit to the Department of Municipal Affairs a proposal for rearranging the territorial limits of the municipalities. Public transit - the Montreal Transportation Commission became a mandatary of the Community when the Act creating the MUC came into force.

2.2.4 Powers remaining to be exercised

- 1) traffic control
- 2) garbage disposal
- 3) building control
- 4) municipal reorganization
- 5) organizing recreation and creating new parks
- 6) building subsidized housing
- 7) integrating fire fighting forces
- 8) opening new public libraries
- 9) electronic data processing.

2.3 Political structure

2.3.1 Community Council

2.3.1.1 Membership

The Council of the Montreal Urban Community comprises 81 members: the mayor and the 52 councillors of the City of Montreal, and a delegate (mayor, ex-officio delegate) from each one of the other 28 municipalities which form the Community. Although Dorval Island comes under the Community, for representation purposes, it is part of the City of Dorval (Article 350 of the Act). Table 5 lists the members of the MUC Council.

All members of the Council are elected locally; therefore, their mandates as delegates end at the same time as their local terms of office. The Council elects a chairman and a vice-chairman for a term of four years. If the chairman of the Council is selected from City of Montreal delegates, the vice-chairman must be selected from other municipal delegates, and conversely. The vice-chairman's term of office ends at the same time as that of the chairman.

2.3.1.2 Duties

The Community's powers are exercised by the Council, except with respect to matters which, under the Act, must come under the Executive Committee (see Executive Committee). In general, any matter which is within the jurisdiction of the Council must, unless otherwise provided, be referred to the Executive Committee so that it may report on the subject. Any such Executive Committee report may be approved, rejected, amended or returned.

The Council approves the Community and the Transportation Commission budgets; failure to do so means that these budgets automatically become effective on December 15.

During the course of a financial year, the Community may also pass any supplementary budget deemed necessary. Failure of Council to approve such budgets, during the meetings at which they were introduced, means that they automatically become effective.

Where annual or supplementary budgets introduced by the Community or its Transit Commission automatically become effective, ten members of Council representing the City of Montreal or five members of Council representing other municipalities may object to the Quebec Municipal Commission. The latter decides if there are any amendments to be made.

2.3.1.3 Procedure

Public meetings of the Council are held regularly every second month, on the third Wednesday; the agenda is prepared by the Executive Committee. However, special meetings may be called at the request of the chairman of the Council, the chairman of the Executive Committee, the Executive Committee itself, or upon written notice

Table 5 Members of the Council of the Montreal Urban Community
March, 1974

Chairman: Jean Drapeau, Mayor of the City of Montreal

Vice-Chairman: Sarto Desnoyers, Mayor of the City of Dorval

Representatives:

Montreal District

City of Montreal

Mayor: Jean Drapeau

Councillors: Paul-Emile Robert
Jean-Paul Bonin
Jean-C. Leblanc
Sydney Wise
John Lynch-Staunton
Paul Lacoste
Roger Sigouin
Lawrence Hanigan
Georges E. Marchand
Pierre Lorange
Normand Lussier
Yvan Payette
Paul Beauchemin
Richard Lasalle
Fernand Desjardins
Adrien Angers
James N. Bellin
John N. Parker
Guy Lacoste
Gérard Niding
Armand Riendeau
Jean-P. Cloutier
René Masson
Lucien Bourdon
Jean Trottier
René-C. Paris
Joffre Laporte
Albert Collette
Yves Magnan
Jean Labelle
R. Desjardins

Table 5 (continued)

Montreal District (continued)

Councillors: Jean K. Malouf
 Angelo Anfossi
 Guy Moses
 Yvon Lamarre
 Fernand Drapeau
 Ernest Chénier
 Georges Girard
 Fernand Alie
 J.P. Raymond Collins
 Rocco A. Luccisano
 Aimé Sauvé
 Ernest Roussille
 Raymond Rail
 Léonard Leblanc
 Gerry Snyder
 Lucien H. Gagné
 Abraham Cohen
 Jean LaRoche
 Charles Martel
 Arthur Gagnon
 Hyman Brock

Eastern District

Town of Anjou	Mayor Jean Corbeil
City of Montreal-North	Mayor Yves Ryan
City of St-Léonard	Mayor Léo Ouellet
Town of Montreal-East	Mayor Edouard Rivest
City of Pointe-aux-Trembles	Mayor Bernard Benoît

Central-Western District

City of Dorval	Mayor Sarto Desnoyers
City of Lachine	Mayor Guy Descary
City of St-Laurent	Mayor Marcel Laurin

Table 5 (continued)

Western District

Town of Baie d'Urfé	Mayor A. Clark Graham
Town of Dollard-des-Ormeaux	Mayor Gérald Dephoure
City of Pierrefonds	Mayor Cynol McDonald
Town of Roxboro	Mayor W.G. Boll
Town of Ste-Geneviève	Mayor Maurice G. Séguin
Village of Senneville	Mayor B.W. Burgess
City of Beaconsfield	Mayor E.M. Briggs
Town of Kirkland	Mayor J.A. Smiley
City of Pointe-Claire	Mayor A.E. Séguin
Town of Ste-Anne-de-Bellevue	Mayor Alphonse Trudeau
Parish of St-Raphaël-de- l'Ile-Bizard	Mayor Dr. Bernard Patry

Central District

City of Côte-Saint-Luc	Mayor Samuel Moskovitch
City of Lasalle	Mayor Gérald Raymond
Town of Montreal-West	Mayor Alastair Reekie
Town of St-Pierre	Mayor Réal Ouellette
City of Westmount	Mayor Paul-A. Ouimet
Town of Hampstead	Mayor S.M. Finlayson
Town of Mont-Royal	Mayor R.P. Dawson
City of Outremont	Mayor Pierre DesMarais Jr.
City of Verdun	Mayor J.-Albert Gariépy

Note: For items of business concerning the subway system and the MUC, the City of Longueuil is represented by its Mayor, Marcel Robidas.

given by at least 15 members of Council, in which case the notice itself replaces the agenda. There are about 15 special meetings every year. At any regular Council meeting, any member may request that the Executive Committee report to Council on any matter which may properly come before it.

Council may pass any by-law pertaining to its rules of procedure. There is a quorum when there is a majority of members present, at least one third of whom are representatives of the City of Montreal and another third of the other member municipalities. The chairman of the Council presides over meetings. On any matter referred to Council, each representative of the City of Montreal has a number of votes equal to the population of Montreal divided by one thousand times the number of councillors representing Montreal

$$\left(\frac{\text{population of Montreal}}{1000 \times 53^1} \right)$$

Each member appointed by municipalities other than Montreal is entitled to one vote per thousand inhabitants of the municipality he represents on any matter referred to Council. The chairman of the Executive Committee has one vote.

The chairman and the vice-chairman of the Council may vote as members of Council, but have no casting votes in case of a tie. Councillors from the City of Montreal have a numerical advantage; however, this advantage may be offset by the veto which Montreal and the other member municipalities have.

Council decisions are made by majority vote, which must include the votes of at least one half of Montreal members who are present and at least one half of other municipality members who are present.

On any matter referred to Council with respect to its Transit Commission, only the delegates from the municipalities served by the Commission may vote, while the

¹ 52 councillors plus the Mayor of Montreal.

other members may take part in the proceedings. For these purposes only, and as long as the City of Longueuil will be part of the area served by the Transit Commission, that city will be represented in Council by its mayor, who is currently Marcel Robidas.

2.3.1.4 Committees of Council

Council may appoint standing or special committees, of which the chairman of the Executive Committee is ex officio member.

The report prepared by the MUC Research Committee (Hanigan Report) recommended the establishment of standing committees of Council for each one of the main areas in which the Community is to be involved. These areas would include:

- 1) Finance
- 2) Planning and land use, environment, parks and recreation;
- 3) Housing
- 4) Economic development;
- 5) Transportation and communications; and
- 6) Public safety.

Only one committee has been established. It is a special committee created by the Council of the Montreal Urban Community at its meeting of November 15, 1972, which was instructed to hold a public hearing with respect to the approval of an official plan for the area covered by the Community.

Its members are:

F. Alie, City of Montreal Councillor
S. Desnoyers, Mayor of Dorval
S.M. Finlayson, Mayor of Hampstead
J.N. Parker, City of Montreal Councillor
A. Sauvé, City of Montreal Councillor

2.3.2 Executive Committee

2.3.2.1 Membership

The Executive Committee has 12 members, as follows: The seven members of the Executive Committee of the City of Montreal are ex officio members of the Executive Committee of the Community.

One member each for the eastern, central-western and western districts, and two members for the central district; these members are appointed at a meeting of the delegates from the municipalities belonging to the district concerned.

The chairman and the vice-chairman are appointed on a resolution adopted by Council, and are selected from members of the Executive Committee.

The term of office, for each member of the Executive Committee, is four years.

The chairman of the Committee is its only full-time officer.

If the chairman is a representative of the City of Montreal, the vice-chairman must be a representative of another member municipality, and conversely.

The vice-chairman's term of office ends at the same time as that of the chairman, although his term of office as member of the Executive Committee may not necessarily end at the same time.

Towards the end of January, 1974, the eastern, western, central-western and central districts elected new members to the Executive Committee.

On February 20, the Council of the MUC elected a new Executive Committee vice-chairman, Pierre DesMarais Jr., Mayor of Outremont, to replace Yves Ryan, Mayor of Montreal-North, who had declined nomination. At the same meeting, members of Council re-elected the Council chairman and vice-chairman, Mayor Jean Drapeau of Montreal and Mayor Sarto Desnoyers

Of Dorval

Table 6 lists current members of the Executive Committee of the MUC.

2.3.2.2 Duties

The Executive Committee is responsible for the management of the affairs of the Community. The Committee is entrusted with the enforcement and implementation of the law, as well as the by-laws, resolutions, decisions and contracts or agreements passed by Council.

For these purposes, it may, on its own initiative, take all measures deemed expedient and give Community officials appropriate instructions and orders; it may, through the chairman or the vice-chairman of the Executive Committee, request any Community official to provide any information required.

Except as otherwise provided, it appoints all Community officials and determines their salaries. It attends to the preparation of specifications and the calling of tenders. It approves payment of all accounts payable. It refers to Council all projects involving expenditures of over \$5,000 or expenditures not covered in the budget.

It may, however, if authorized under a Council by-law, award without tenders contracts involving expenditures of less than \$25,000.

It may also, on its own, report to Council on any matter within its jurisdiction or that of Council. Moreover, it must provide Council with any reports requested in writing by a member of the Council of the Community where such requests are approved by a majority of Council members.

The Executive Committee prepares the Community budget for each financial year. (Failure of Council to

Table 6 Members of the Executive Committee of the Montreal Urban Community
March, 1974

Lawrence Hanigan	Chairman, member of the Executive Committee of the City of Montreal
Pierre DesMarais Jr.	Vice-chairman, Mayor of Outremont
Jean Drapeau	Mayor of the City of Montreal
Gérard Niding	Chairman of the Executive Committee of the City of Montreal
John Lynch-Staunton	Acting chairman of the Executive Committee of the City of Montreal
Jean Labelle	Member of the Executive Committee of the City of Montreal
Fernand Drapeau	Member of the Executive Committee of the City of Montreal
Yvon Lamarre	Member of the Executive Committee of the City of Montreal
Marcel Laurin	Mayor of St-Laurent, representing the central-western district
A. Clark Graham	Mayor of Baie d'Urfé, representing the western district
R.J.P. Dawson	Mayor of Mt. Royal, representing the central district
Bernard Benoît	Mayor of Pointe-aux-Trembles, representing the eastern district

pass the Community and the Transit Commission budgets by December 15 means these budgets automatically come into effect as of that date.)

Finally, it may transfer, from one division to another within the same department, the division's appropriations upon recommendation of the department head, or failing this, upon approval by Council after having secured a written notice from that department head. Any other transfer of funds placed at the disposal of the Executive Committee requires Council approval.

2.3.2.3 Procedure

With Council approval, the Executive Committee may pass a bylaw pertaining to its own rules of procedure. It meets every week. Committee meetings are presided over by the chairman or in his absence, by the vice-chairman. The presence of seven members constitutes a quorum; two of them, however, must be representatives of municipalities other than Montreal. Each Executive Committee member has one vote, including the chairman; in case of a tie, the chairman does not have a casting vote, and the proposal is deemed to have been rejected.

2.3.2.4 Committees

The Executive Committee has two committees of its own; they are the Data Processing Committee and the Personnel Management Committee.

Data Processing

This subcommittee was established on a resolution (73-823) passed on June 20, 1973. It has eight members:

The Chairman, John Lynch-Staunton, member of the Executive Committee

Gérard Trudeau, Assistant Treasurer, MUC

Representative from the Safety Council

Representative from the Planning Department, MUC

Representative from the Water Pollution Control Department, MUC

Representative from the Air Pollution Control and Food Inspection Department, MUC

Representative from the Economic Development Board, MUC

Representative from the Assessment Department; MUC.

This subcommittee has been entrusted with the task of defining MUC and Safety Council needs with respect to data processing, but it has met only once. It is inactive at the present time, and efforts are being made to reorganize it.

Personnel Management

This subcommittee was established on a resolution (73-686) passed on May 30th, 1973. It is made up of five members of the Executive Committee:

The chairman, Yves Ryan (Mr. Ryan retired from the Executive Committee on Feb. 20, 1974, and will be replaced)

A. Clark Graham

Marcel Laurin

Jean Labelle

Fernand Drapeau

Its duties are to look into personnel management within the MUC; and to consider the creation of a Personnel Department.

To date, this subcommittee has met six times.

2.4 Administrative structures

Table 7 lists department heads and Table 8 provides general information about the various departments.

2.4.1 General Secretary's Office

The present General Secretary is both the Executive Secretary of the Community and the Secretary of the Council and the Executive Committee. He is required to attend all meetings; otherwise they are cancelled, since he performs the duties of a municipal clerk. He may take part in the proceedings, but has no vote. He is responsible for the implementation of decisions made by Council and the Executive Committee. As a proxy for the Executive Committee, he exercises the powers delegated to him by the latter with respect to the department heads, over whom he has authority except for the Treasurer and the Assessment Commissioner. He keeps minutes of meetings and a record of all resolutions. He processes and co-ordinates all reports and communications between the various departments of the Community. He receives all official communications and supervises the operation of all administrative services. He is therefore the official link between the departments and the Executive Committee, and vice versa. With respect to the Safety Council and the MUCTC, the General Secretary simply processes reports from these organizations.

The secretariat as such, the Personnel Office and the Solicitor's Office come under his jurisdiction.

1) Secretariat

The Secretariat prepares documents and papers to be referred to meetings of the Council and the Executive Committee and writes the minutes of such meetings. Responsible for the preparation and/or publication of various reports, including the annual report. It provides certain administrative services such as archives, records and printing.

2) Personnel office

The personnel office attends to recruiting of personnel, salary administration (including fringe benefits),

collective bargaining and implementation of agreements, rating and refresher courses. Since September, 1972, a person appointed by the Executive Committee has co-ordinated these activities. The Public Service Commission of the City of Montreal conducts examinations for applicants; it also supervises the management of the Retirement Fund. This division may become a department of the MUC if the Personnel Management Committee (see above) so recommends.

3) Solicitor's Office

Three solicitors appear for the Community in all civil cases. Moreover, in June, 1972, upon recommendation of the Public Safety Council and as a result of the integration of police forces, the two legal advisers to the City of Montreal Police Department were transferred to the Community.

In March, 1972, the Community set up a Claims Office, within the Solicitor's Office, which deals with all claims against or in favor of the Community, with third party and employer liability, and with workmen's compensation cases.

Number of employees: 39

Expenditures 1972: \$332,593

1973: \$551,804

1974: \$843,200 (estimates)

2.4.2 Assessment Department

This department was established under bylaw No. 8 of the MUC, March 31, 1970. The department head is the Assessment Commissioner. On February 18, 1971, bylaw No. 25 of the Community ordered the preparation of a plan for the integration of the assessment departments of the municipalities within the area of the Community.

The department prepares the municipalities' property valuation rolls every five years. These rolls comprise the Community roll. The latter must be reviewed

Table 7 Department Heads of the Montreal Urban Community, March, 1974

General Secretary	Gérard Duhamel
Assessment	Camille R. Godin
Air Pollution Control and Food Inspection	Jean Marier
Metropolitan Transit	Gérard Gascon
Water Pollution Control	Jean R. Marcotte
Planning	Aimé Desautels
Treasury	Jean-Charles Desjardins
Economic Development Board	Jean-Guy Caron
Safety Council	Judge Jacques Coderre (Chairman)
Police Department	René Daigneault
MUC Transportation Commission	C. L'Allier (chairman)

Table 8 Actual expenditures and estimates, Montreal Urban Community Departments, 1972-73-74

Departments	Inception date	Bylaw No.	Personnel	Actual expenditures 1971-72	Actual expenditures 1972-73	Estimates 1973-74
General Secretary	23-12-1969	C. 84 of Quebec Statutes as amended	39	\$ 332,593	\$ 551,804	\$ 843,200
Assessment	31-03-1970	8	305	3,487,333	4,292,631	4,523,687
Air Pollution Control and Food Inspection	28-12-1971	18-1	148	1,673,381	2,054,277	2,183,381
Metropolitan Transit	24-02-1970	6	254	16,443,300	34,325,000	83,787,000
Water Pollution Control	23-06-1970	12	92	50,185	55,000	66,000
Planning	19-08-1970	16	26	361,395	443,124	483,571
Treasury	23-12-1969	C. 84 of Quebec Statutes as amended	29	492,915	761,950	545,329
Economic Dev. Board	28-12-1971	30	10	17,500	283,000	567,556
Safety Council and Police	23-12-1969	C. 84 of Quebec Statutes as amended	6,602	95,147,600	97,306,831	104,366,308
MUCTC	MTC 1950					
	MUCTC					
	23-12-1969	C. 84 of Quebec Statutes as amended	6,000	87,294,568	97,612,792	112,047,066

annually, taking account of all factors affecting property values.

The department has a certain autonomy. The Commissioner has a special status since Council members may not intervene in his work. Complaints must be directed to the Quebec Municipal Commission, whose decision is final. The Commissioner does not have to go through the Secretariat, because he reports directly to the Executive Committee.

Number of employees: 305

Expenditures 1972: \$3,487,330

1973: \$4,292,631

1974: \$4,523,687 (estimates)

2.4.3 Air Pollution Control and Food Inspection Department

This department was created under bylaw No. 18-1 of the Community on December 28, 1971.

It is responsible for the implementation of bylaws, regulations and ordinances pertaining to air pollution control as well as those which apply to all stages of production and marketing of foods sold within the area of the Community.

Number of employees: 148

Expenditures 1972: \$1,673,381

1973: \$2,054,377

1974: \$2,183,381 (estimates)

2.4.4 Metropolitan Transit Board (BTM)

The BTM was established under bylaw No. 6 of the

Community on February 24, 1970.

It advises the Community and the Transportation Commission on matters relating to metropolitan transit; conducts all studies aimed at providing the best transit system at the lowest cost; prepares or requests the preparation of drafts and estimates to put work plans into execution under its supervision, with respect to subway extensions.

More precisely, the Office oversees the construction of tunnels, stations, garages, shops and other engineering works, the purchase and installation of stationary equipment, rolling-stock and maintenance vehicles, as well as the acquisition of properties and easements which are required to carry out plans.

Number of employees: 254

Expenditures 1972: \$16,443,300

1973: \$34,325,000

1974: \$83,787,000 (estimates)

2.4.5 Water Pollution Control Department

This department was established under bylaw No. 12 of the Community, on June 23, 1970.

Under article 172 of the Act, all municipalities must refer to the Executive Committee, for approval, all projects involving the construction, enlargement or extension or alteration of filtration plants and utility (water and sewer) lines.

Under Article 173, the Quebec Water Board may not exercise, with respect to the municipalities, the powers granted to it under the Act, unless and until it requests the Community to make the proper recommendations. When this has been done, the Authority may give a direct order to the municipalities concerned, instructing them to go ahead with the proposed inter-municipal works.

The department prepares or requests the preparation of the drafts and estimates required for the construction of sewage facilities. It oversees the execution of all work pertaining to filtration plants and main sewers within the area of the Community. Upon request from the Executive Committee, it prepares reports dealing with the supply of drinking water to municipalities within the area of the Community.

Number of employees: 92

Expenditures 1973: \$3,055,000

1974: \$10,666,000 (estimates)

2.4.6 Planning Department

This department was created August 19, 1970, under bylaw No. 16 of the Community.

It carries out, supervises and coordinates all studies, research, reports and work required for the drawing up of the Community land use plan, and examines reports referred to the Community by the municipalities under existing legislation.

Number of employees: 26

Expenditures 1972: \$361,395

1973: \$443,124

1974: \$483,571 (estimates)

2.4.7 Economic Development Board

The Board was created December 28, 1971 under bylaw No. 30 of the Community.

Its duties are as follows: 1) To bring to the attention of investors the economic potential of the area served by the Community in cooperation with the Department of Industry and Commerce, the MUC Planning Department and area municipalities; 2) to

take all appropriate steps to promote actively and forcefully the economic development of the area served by the MUC; 3) to prepare and bring up to date economic and fiscal statistics which may be necessary or useful to the Community and its municipalities; 4) to look for ways of enhancing the economic future of the area.

The operation of the Board is designed to ensure that the Community receives maximum benefit from any services provided by the federal, provincial or municipal governments as well as professional and industrial organizations. Its objective is to increase the number, variety and output of the industrial and commercial activities in the area.

Number of employees: 10

Expenditures 1972: \$ 17,500

1973: \$283,000

1974: \$567,556 (estimates)

2.4.8 Treasury

It is headed by the Treasurer who certifies that there are funds available before any expenditures are incurred. It determines the quota to be paid by each municipality, and reports regularly to the Executive Committee on revenue and expenditures with respect to every item of the budget approved by Council.

The main revenue, for the Community, comes from assessments among municipalities, Quebec Government subsidies and the proceeds of the tax of \$0.40 per \$100 of valuation levied by each municipality in the area it covers on that part of the valuation of taxable property which exceeds \$100,000.

Number of employees: 29

Expenditures 1972: \$492,915

1973: \$761,950

1974: \$545,329 (estimates)

2.5 Independent or semi-independent organizations

2.5.1 Public Safety Council

The Public Safety Council does not constitute a separate entity. It was established at the same time as the Community. However, certain changes have been made since 1969, such as when the MUC Police Department was created on December 23, 1971, and placed under its jurisdiction. (C. 93, MUC Police Department Act amending the MUC Act.)

The Council has six members including the chairman, who is selected from judges of the Sessions Court or the Provincial Court, for a five-year term of office which is renewable.

Of the six members, three including the chairman are appointed by the Lieutenant-Governor-in-Council, while the others are selected from members of the Council of the MUC; at least one member must be nominated by and selected from the representatives of municipalities other than Montreal. The term of office for members other than the chairman is three years, and is renewable.

Table 9 lists the members of the Safety Council.

Duties: The Public Safety Council

- a) is responsible for the maintenance of law, order and public safety within the area of the Community;
- b) prevents crime and offences, finds their perpetrators and brings them before the court;
- c) oversees the enforcement, within the area of the Community, of laws which would be enforceable by local police forces, as well as the enforcement of by-laws, regulations and ordinances of the Community and its member municipalities.

The MUC Police Department, instituted on December 23, 1971, is entrusted with the performance of the duties mentioned in Paragraphs a,b and c (above), on behalf of the Council and under its jurisdiction. René Daigneault heads the Department.

Table 9 Members of the Public Safety Council, March, 1974

Appointed by the Quebec Government:

Judge Jacques Coderre, Chairman

Marcel St-Aubin (former Head of the City of Montreal
Police Department)

Gilles Yergeau, accountant

Appointed by the Council of the MUC:

Gérard Niding (Montreal)

John Lynch-Staunton (Montreal)

Pierre DesMarais Jr. (Outremont)

The Public Safety Council enjoys a certain degree of autonomy in comparison with MUC departments. Whereas each MUC department head is responsible for the management of his budget, subject to Executive Committee control, the Executive Committee exercises no control over the Public Safety Council's budget. In this area, the latter is a proxy or agent of the Community. (Article 12, c. 93, MUC Police Department Act amending the MUC Act.) All decisions must be ratified by the Executive Committee, except that the latter may not reject any decision pertaining to the budget. The Executive Committee may defer a decision, and ask for explanations, but it cannot refuse to confirm it.

Number of employees: 6,602

Expenditures 1972: \$ 95,147,600

1973: \$ 97,306,831

1974: \$104,366,308 (estimates)

According to the Community's legal advisers, that part of the MUC budget which covers Safety Council operations may be amended by the Council of the Community like any other part of the Community budget. On the other hand, were the estimated expenditures of the Safety Council to be reduced, the latter would have no alternative but to go back to Council and request approval of a supplementary budget which could, in turn, be amended.

2.5.2 Review Board

In accordance with Article 114, c. 50 of the Quebec Statutes of 1971, the Minister of Municipal Affairs established on February 7, 1972, under an ordinance, the Montreal District Review Board. Until 1973, it came under the Urban Community. It now comes under the Department of Municipal Affairs. There is now, for all of Quebec, a single Review Board with three

divisions:

- 1) Montreal, Laval and South Shore
- 2) Ottawa Valley
- 3) Quebec

The Review Board is a judicial structure which hears and settles disputes concerning property valuations and rental values listed on the valuation rolls prepared by the Assessment Commissioner.

Number of employees: 24

Expenditures 1973: \$545,815

2.5.3 Montreal Urban Community Transportation (Transit) Commission (MUCTC)

- a) Incorporation: The Montreal Urban Community Act, which came into effect on January 1, 1970, states that the Montreal Transportation Commission (created in 1950 under a provincial law) continues under the name "Montreal Urban Transportation Commission." (C. 84 MUC Act, enacted December 23, 1969, Articles 268 to 338 inclusive.)
- b) Legal status: Public corporation.
- c) Mandate: The Commission, which was an agency of the City of Montreal, has become an agency of the Montreal Urban Community with the latter's incorporation. Its objectives are to organize, own, develop and manage an overall transit network under or above ground, within its area.
- d) Area: The area covered by the Commission is made up of 18 MUC member municipalities, including the City of Montreal and part of the City of Longueuil. Table 10 lists the municipalities served by the Commission. The area covered is 144 square miles and the population is nearly 1,900,000.

It should be noted that on matters referred to Council concerning the Commission, only the delegates from municipalities involved have the right to vote,

although other delegates may take part in the proceedings. For these purposes only and while the City of Longueuil is part of the area served by the Commission, that city is represented in Council by its mayor, Marcel Robidas.

e) Management: Management is headed by three commissioners, one of whom is the Commission's President and General Manager; all three are appointed for ten years, and their term of office is renewable. The President and General Manager is appointed by the Lieutenant-Governor-in-Council. The other two commissioners are appointed on a resolution passed by the Council of the Community; one of them is nominated by a councillor representing the City of Montreal and the other, by a councillor representing another municipality within the Community.

Neither a Council member, MUC official, the mayor or an official of a member municipality may be appointed Commissioner.

f) Powers: The Commission may not extend its service to an area that is not served by it at the present time, unless it acquires by mutual agreement or through expropriation the share capital or the personal and real property of a company already serving the proposed new area. Such expropriation requires the authorization of the MUC and the Quebec Municipal Commission. Moreover, the Commission must refer to the MUC for approval, certain important decisions such as its annual budget, transfers of funds and loans. As we have seen, failure of Council to pass the Commission's budget by December 15 means that it automatically becomes effective as of that date.

Other Commission decisions are subject to the Transportation Authority's control, including, for instance, decisions involving changes in fares and those pertaining to the elimination, alteration or extension of bus routes, or a decision not to provide a new route.

The Community is authorized to extend the subway system to a point located in the City of Laval. Any

Table 10 Area served by the Montreal Urban Community
Transportation Commission

The cities and towns of:

Anjou
Côte-Saint-Luc
Hampstead
Lachine
Lasalle
Montreal
Montreal-East
Montreal-West
Montreal-North
Mount-Royal
Outremont
Point-aux-Trembles
St-Laurent
St-Léonard
St-Pierre
Verdun
Westmount
Longueuil (part of)

agreement between the Community and the City of Laval concerning such an extension must be approved by the Quebec Minister of Transportation. The Commission would be responsible for the operation of such new lines.

g) Personnel: The Commission has over 6,000 employees in its administrative departments and its operating and maintenance divisions.

h) Expenditures: 1972: \$ 87,294,568
1973: \$ 97,612,792
1974: \$112,047,066 (estimates)

The financing for Commission operations comes from four main sources: fares, chartered buses, the sharing of any Commission deficit among municipalities served by it on a prorated assessment basis, and Quebec Government subsidies paid to the MUC, part of which must be credited to the Commission.

3 Independent organizations

3.1 Fire Commissioners Court

Fire Commissioners conduct inquiries into all fires in an attempt to discover what caused them and to determine if arson were committed or if they were the result of negligence or set accidentally. They are empowered, under the law, to arrest and take into custody, while awaiting trial, any person suspected of having committed arson. The Fire Commissioners Court operates in concert with the Coroners' Court.

Expenditures 1971-72: \$17,675
1972-73: \$18,400
1973-74: \$18,400 (estimates)

The Fire Commissioners have personnel comprising 14 MUC Police Department investigators as well as 12 from the Montreal Fire Department.

There is only one Commissioner at the present time, John McDougal.

3.2 Montreal Harbour Authority

This is an Advisory Council to the National Harbours Board, a federal agency.

It was established by the federal government on November 25, 1971. It has 15 members whose duties are to make recommendations to the National Harbours Board with respect to installations and facilities, long term planning, marketing, etc.

The City of Montreal representative, Yvon Lamarre, is a member of that city's Executive Committee, while the MUC representative is Aimé Desautels, Director of Planning.

The Advisory Council meets once a month and its members are paid an honorarium of \$3,200 per year. The Authority has no financial ties with the City of Montreal. J.-M. Chabot is Chairman and the Manager is Mr. Beswatee.

3.3 Montreal Arts Council Fund

This organization makes recommendations to the Executive Committee of the City of Montreal with respect to grants which may be paid to various groups in the arts. The Board of Directors has 21 members. The chairman is Roger Champoux.

Only four employees are on staff; all others are voluntary workers.

The Board of Directors meets at least once every three months; the secretary may call special meetings.

From provincial sales tax revenue, the City of Montreal and municipalities in the metropolitan area subsidize the Arts Council, as follows:

	Montreal	Other municipalities
1971-72	\$415,895	\$188,626
1972-73	\$483,000	\$236,000

3.4 Montreal Island School Council

This council was created in December, 1972, under Bill 71.

Its duties are:

to consider a new structure for the island of Montreal school system;

to provide for the financing of school boards.

The budget for the Island of Montreal School Council and School Boards amounts to \$428 million for 1973-74. Of this amount, \$235 million comes from the school tax paid by the residents of the 30 member municipalities; the remainder comes from Quebec Government subsidies.

The School Council is made up of 14 representatives of elected commissioners throughout the Island, and of three persons appointed by the Quebec Government.

It therefore comprises delegates from each one of the eight new school boards:

four representatives from the Catholic School Board of Montreal;

one representative from the seven new school boards created on the Island of Montreal;

three persons appointed by the Lieutenant-Governor-in-Council.

The Council employs 25 to 30 persons.

Its revenue comes from many sources:

proceeds of the local school tax (rates vary for individuals and corporations);

statutory grants paid by the Department of Education (based on the number of registered students in schools as of September 30 of each year);

subsidies paid to balance budgets (amounts allowed by the Department, over and above statutory grants, to cover certain approved expenditures).

C The City of Montreal

1 Outline

1.1 Incorporation date

Founded in 1642 by the Sieur de Maisonneuve, Montreal was granted its first official charter by the Provincial Legislature in 1832. Four years later, that charter was not renewed and Montreal went back to the system based on the Justices of the Peace. In 1840, Montreal was granted a new charter under which it was granted most of the powers it has at the present time. In 1874, Montreal was granted a constitution-like charter, which has been amended several times since. The last major amendments were made in 1960 (when Class C councillors were abolished), in 1962 (powers granted to the mayor, institution of an Executive Committee) and in 1970 (when the Montreal Urban Community was created).

Generally, the City of Montreal appears each year before the Private Bills Committee of the Legislature to propose certain amendments to its charter.

1.2 Population

As of June 1, 1971, the population of the City of Montreal was 1,214,352, or 16 per cent of the population of Quebec and five per cent of the total population of Canada. At that time, the population of the City of Laval was 228,010. When a few other statistics are considered, it becomes apparent that Montreal's population has not been growing during the past 20 years, and that the City has even lost ground by comparison with other Montreal Island municipalities or Ile-Jésus. Going back 20 years to 1951, we find that the City of Montreal had a population of 1,021,520 at that time, against 37,843 for Ile-Jésus; ten years later,

the City of Montreal could only increase its population to 1,191,062 while that of Ile-Jésus tripled to 124,741. Table 11 presents comparative figures for the population of Montreal, Ile-Jésus, the Province of Quebec and Canada.

Comparisons can also be made between the population of the City of Montreal and that of other MUC municipalities. This shows that the population of the City of Montreal grew by a mere 2.9 percent between 1961 and 1966, while other MUC areas were growing by 10.1 to 66.9 percent. What is even more striking is that the population of the City of Montreal actually declined by 6.1 percent from 1966 to 1971, while the other MUC areas were growing by 3.5 to 42.6 percent.

Table 12 shows comparative figures for the population of the Montreal Urban Community.

1.3 Area

The Island of Montreal is 32 miles in length and 10 miles in width (at the point of maximum width).

The City of Montreal occupies about three-tenths of this area, or 60.97 square miles. The City of Laval, on the other hand, has an area of 94.75 square miles.

In 1971, population density for the City of Montreal was 19,917.21 inhabitants per square mile, against 2,406.44 inhabitants per square mile for Laval.

2 Political structures

2.1 General form

The City of Montreal is governed by a Mayor, elected by universal franchise, an Executive Committee and a Council (Council-Executive Committee system). The City is the only one in the Community to have an Executive

Table 11 Population - Comparative figures

	1951	1961	1971
City of Montreal	1,021,520	1,191,062	1,214,352
Island of Montreal	1,320,232	1,747,696	1,959,143
Ile-Jésus or Laval (1971)	37,843	124,741	228,010
Province of Quebec	4,055,681	5,259,211	6,027,764
Canada	14,009,429	18,238,247	21,568,311

Source: 1951-Volume 1, Census of Canada, 1951
1961-Catalogue 92-532
1971-Catalogue 92-705

Table 12 Population of the Montreal Urban Community

Geographic locations (districts)	1961	Difference (%)	1966	Difference (%)	1971	% population in 1961	% population in 1971
Montreal	1,257,537	2.9	1,293,701	6.1	1,214,352	56.8	44.3
Central	217,232	11.6	242,369	9.7	265,926	9.8	9.7
Eastern	90,647	66.9	151,278	42.6	215,708	4.1	7.8
Central-Western	108,193	14.2	123,546	3.5	127,854	4.9	4.7
Western	67,930	58.0	107,337	22.5	131,535	3.0	4.8
Total for the MUC	1,741,539	10.1	1,918,231	1.9	1,955,375	78.6	71.3
Total for metropolitan area	2,215,527	16.0	2,570,982	6.7	2,743,208	100.0	100.0

Source: Land use proposal, MUC Planning Department

Committee. With its 52 members, the Montreal municipal council is of course the largest on the island.

2.2 Eligibility of citizens

2.2.1 As voters

- a) Any person has the right to vote who is:
 - at least 18 years old;
 - a Canadian citizen;
 - has been a resident of the City for at least one year preceding September 1st of any election year; or
 - has been registered on the valuation roll or rental value rolls of the City for at least one year preceding September 1st of any election year (see co-heirs, companies ... articles 200 and 201 of the Act).
- b) Ineligible are:
 - the electoral officer, except in the case of a tie;
 - the assistant officer and the deputy officers;
 - immigrants;
 - persons under court order or conviction making them ineligible to vote;
 - persons found guilty of a crime and sentenced to two years or more;
 - persons confined to a mental hospital and held in restricted quarters.

2.2.2 As candidates (for elective posts)

The elective offices are those of the mayor and the councillors. The City has 19 electoral districts. The 19th district will elect its first representatives during the election to be held in November, 1974.

Each one of the October, 1970, electoral districts is represented in Council by three councillors, each

occupying a distinct seat. This applies to 15 districts. The Rivière-des-Prairies Electoral District is represented by two councillors, St-Michel by four, and Saraguay by one.

The municipal council is made up of the 52 councillors, plus the mayor, for a total of 53.

The mayor and the councillors are elected on the second Sunday of November, for a term of office of four years. The City Clerk is the Chief Electoral Officer.

a) To be eligible as candidate for the office of councillor, a person must be 18 years old, a Canadian citizen, and have been a resident of the City for at least two years preceding nomination, or a resident of one of the MUC member municipalities for at least two years preceding nomination, and such a person or his spouse must be listed on the valuation roll of the City as owner of real property worth at least \$2,000 after deducting any encumbrances.

To be eligible as candidate for the office of mayor, a person must be 18 years old and a Canadian citizen. Such a person or his spouse must be listed on the valuation roll or the rental value rolls of the City as owner or tenant, and must have been a resident of the City for at least two years preceding nomination.

b) A person is ineligible who:

is a candidate for more than one office in the same election;

has been found guilty of a criminal offence;

is a member of the federal or provincial government or a federal or provincial standing committee;

is a party to any agreement with the City, directly or indirectly;

is the legal counsel or a member of the legal firm appearing in a case against the City;

is in the service of the City or is responsible in any way for giving an account of the City's finances;

owes taxes other than assessments for local improvements

and sales taxes;

is a member of the board of directors or the executive of any corporation holding a franchise or concession in the City.

Any councillor who has failed to attend three regular meetings of the council, without the latter's permission, is removed from office (except when he has been unable to attend meetings because of ill health).

It should be noted that candidates for the office of councillor are not required to be residents of the districts where they seek election.

2.2.3 Municipal political parties

The charter of the City of Montreal does not provide for recognition of political parties. Citizens elect councillors. However, the Mayor may present a team, if he so desires, although the party is not recognized in council.

At the present time, the 52 councillors are all members of the team headed by Mayor Drapeau, the Civic Party.

Table 13 shows the results of the last municipal election, held in Montreal in October, 1970.

2.3 Council

2.3.1 Composition

The council is comprised of the Mayor and 52 councillors, all elected for a term of four years. During their terms of office, the Mayor and the councillors are ex officio Justices of the Peace for the City and District of Montreal.

At its first meeting following a general election,

Table 13 City of Montreal - Results of the October, 1970 municipal election

Districts	Number of voters appearing on voter's list	Number who actually voted	Percentage having voted	Votes (%) given to candidate elected to Seat #1	Votes (%) given to candidate elected to Seat #2	Votes (%) given to candidate elected to Seat #3	Votes (%) given to elected mayor
Ahuntsic	50,267	28,627	57%	80%	75%	77%	91%
Côte-des-Neiges	35,253	17,450	49%	Acclamation	78%	78%	92%
Laval	55,207	32,164	58%	Acclamation	Acclamation	Acclamation	93%
Maisonnette	47,566	24,170	51%	86%	82%	80%	92%
Mercier	75,086	41,710	56%	80%	89%	85%	93%
Notre-Dame-de-Grâce	40,683	25,336	62%	79%	Acclamation	72%	94%
Papineau	39,317	17,713	45%	79%	78%	79%	90%
Rivière-des-Prairies*	6,543	3,776	58%	73%	63%	-	90%
Rosemount	55,199	30,848	56%	67%	84%	87%	92%
Ste-Anne	24,618	10,778	44%	79%	85%	78%	90%
St-Edouard	41,852	21,352	51%	81%	87%	81%	92%
St-Henri	42,855	23,207	54%	84%	83%	90%	93%
St-Jacques	38,475	17,426	45%	83%	72%	76%	87%
St-Louis	33,224	14,340	43%	80%	70%	75%	87%
St-Michel**	33,591	16,218	48%	51%	61%	62%	90%
Saraguay***	279	242	87%	68%	-	-	90%
Snowdon	40,004	23,472	59%	Acclamation	63%	83%	93%
Villeray	38,714	20,679	53%	83%	80%	85%	92%

*Rivière-des-Prairies has only two seats.

**St-Michel has four seats; votes given to candidate elected to 4th seat was 51 percent.

***Saraguay has only one seat.

Council appoints an Acting Mayor from its own members. His term of office is only three months, and he must be replaced or re-elected at the end of each quarter. Moreover, Council must also appoint from its own members, except those who belong to the Executive Committee, a trustee ("syndic") who holds office for the duration of the Council's term. His duties have to do with councillors' privileges and he is paid an honorarium of \$3,500 per year.

Table 14 lists the members of the Council.

2.3.2 Meetings

Council must meet four times per year, at the rate of one meeting during the first month of each quarter. Dates are set by the Executive Committee. There are however special meetings (about 12 per year), called by the Executive Committee or the Mayor. Should the latter refuse to call a special meeting of Council which at least 20 councillors deem necessary, these councillors may give the Municipal Clerk a written order requesting that such a meeting be called; the Clerk then calls the meeting and gives notice of matters to be discussed.

The agenda for each council meeting must be prepared by the Executive Committee. Meetings are open to the public. The Mayor is the chairman and has a casting vote in case of a tie; however, he does not vote in other cases, except where a majority vote of all members of Council is required, in which case he may vote but does not have a casting vote. The Acting Mayor or any other councillor who acts as chairman of a meeting may vote as council member, but does not have a casting vote.

One third of all members of Council constitutes a quorum for the proceedings; the majority of members present decide matters referred to Council; however,

where a rule of procedure, a municipal bylaw, a provision of the charter or a general or special enactment requires a larger number of affirmative votes, Council's decisions may be backed by a majority of members present provided it is a majority of at least 23 votes.

2.3.3 Powers

The charter of the City of Montreal grants Council the following powers: (Council exercises all City powers except as otherwise provided)

to pass and apply all rules of procedure as well as regulations for the proper conduct of meetings;

to pass regulations and bylaws for the maintenance of peace, order, efficient government and the welfare of citizens and for the proper management of the affairs of the City; and

to decide any matter which concerns and affects the people of Montreal provided that regulations and bylaws passed by Council do not run counter to the Statutes of Quebec or Canada or any provision of the charter in effect at this time;

Council has specific powers to regulate the protection of people and property; trade and commerce; streets and public places; concessions and privileges; buildings; unsanitary dwellings or buildings presenting hazards; the water supply; sewers and drainage; and such special services as libraries, museums, promotion, public baths, etc.;

It also has powers to act in the following areas:

1) Finance: to pass budgets and vote the required appropriations for the administration of the city.

Council may not reject them, but may amend them.

Failure of Council to pass the budget, bylaws and regulations before May 1st of each year means that they automatically become effective as of that date. If city

Table 14 City of Montreal Councillors (1970)

Councillors	Districts	Population (electoral) (1970)
Paul-Emile Robert Jean-Paul Bonin Jean-C. Leblanc	Ahuntsic	50,497
Roger Sigouin Lawrence Hanigan Georges E. Marchand	Acadie	55,227
Richard Lasalle Fernand Desjardins Adrien Angers	Mercier	75,012
G�rard Niding Armand Riendeau Jean-Paul Cloutier	Papineau	39,316
Jean Trottier Ren� C. Paradis Paul Beauchemin	Rosemount	55,232
Jean Labelle Rom�o Desjardins Jean K. Malouf	St-Edouard	41,852
Fernand Drapeau Ernest Cherrier Georges Girard Jr.	St-Jacques (St. James)	38,218
Rocco A. Luccisano Aim� Sauv� Ernest Roussille Raymond Rail	St-Michel	33,590
Gerry Snyder Lucien H. Gagn� Abraham Cohen	Snowdon	40,042
Sydney Wise John Lynch-Staunton Paul Lacoste	C�te-des-Neiges	35,149

Table 14 (continued)

Councillors	Districts	Population (electoral) (1970)
Pierre Lorange Normand Lussier Yvan Payette	Maisonneuve	35,149
James N. Bellin John N. Parker Guy Lacoste	Notre-Dame-de- Grâce	40,683
René Masson Lionel Bourdon	Rivière-des- Prairies	6,543
Joffre Laporte Albert Collette Yves Magnan	Ste-Anne (St. Ann's)	24,599
Angelo Anfossi Guy Moses Yvon Lamarre	St-Henri (St. Henry)	42,864
Fernand Alie Hyman Brock J-P. Raymond Collins	St-Louis	32,996
Léonard Leblanc	Saraguay	279
Jean Laroche Charles Martel Arthur Gagnon	Villeray	39,701

*A new district, Marie-Victorin, will come into effect at the next election, November, 1974. This will bring to 19 the number of electoral districts for the City of Montreal.

revenue is insufficient to cover administrative expenditures for the current financial year, Council may pass a special budget to cover such deficits.

2) Taxation: (property tax, tax collection, certain special taxes).

3) Acquisition of real estate for municipal purposes (expropriations, tunnels, etc.):

Council may, at any time, refer to voters any matter affecting the interests of the City or a matter about which it deems it advisable to seek the voters' opinion (referenda);

it elects members to the Executive Committee (a list of members is put forward by the Mayor, but it may be changed by Council);

it approves, rejects, amends or returns any report referred to it by the Executive Committee;

by passing a bylaw to that effect, Council may, after the Executive Committee has presented a report on the matter, order the amalgamation or the abolition of administrative departments and the establishment of new ones;

after it has received a report on the matter from the Executive Committee, Council may appoint, suspend or remove any department head. Council may not amend the Executive Committee's report; it may only reject it by majority vote, with all members of Council voting.

Beginning in April, 1974, councillors were entitled to a half-hour question period at any council meeting. All questions must be directed to the chairman of the Executive Committee, who may decline to answer without having to state his reasons for so doing. With the exception of such question periods, matters mentioned in the notice of meeting are the only ones which may be discussed at council meetings, except with the consent of the Mayor and all council members present. However, any councillor may table a notice of motion. At the next council meeting, the Executive Committee

must put this motion on the agenda.

Any matter within the Council's jurisdiction must, except as otherwise provided, be referred to the Executive Committee for a report.

Council exercises the City's legislative powers as well as the executive powers which are not specifically granted to the Executive Committee under the charter.

2.4 Committees of the Council

At any time and on its own, Council may appoint committees or commissions and request them to look into any matters or facts which it deems expedient to refer to them.

At the present time, there is but one Committee of the Council, the Committee on Toponymy.

2.5 Executive Committee

2.5.1 Mandate

The Executive Committee of the City of Montreal exercises the executive powers relating to the government of the city.

2.5.2 Composition

It is made up of the Mayor and six councillors. At the Council's first meeting, within 30 days following the election, the Mayor puts forward a list of nominees as members of the Executive Committee; such a list may, however, be altered by Council.

The chairman of the Executive Committee is appointed by Council from the six councillors elected to that

committee. At the same time, Council appoints an Acting Chairman who, in the absence of the chairman or should that office become vacant, assumes all powers granted to the chairman under the Act, except that he has only one vote as member of the Committee.

Members of the Executive Committee may be re-elected. Councillors appointed to the Executive Committee retain their seats in Council and may vote on any matter, proposal or report referred to Council. The City Clerk is the Executive Committee secretary

Table 15 lists the members of the Executive Committee.

2.5.3 Meetings

The Committee establishes its rules of procedure and determines the time and place of meetings which are held once a week.

Each member of the Executive Committee has one vote; in case of a tie, the chairman has a casting vote. The quorum for meetings is four members.

2.5.4 Powers

At its meetings, the Executive Committee
prepares the agenda for the next Council meeting;
calls special meetings of the Council;
prepares and refers to Council;

- a) the annual budget, which must be sent to the Clerk's Office by April 15th of each year;
- b) any request for allotment of the proceeds of debentures or loans or for any required appropriation;
- c) all bylaws;
- d) any request for a transfer of funds or appropriations already approved;
- e) any report on taxes to be levied or permits to be required;

Table 15 Members of the Executive Committee, 1973-74

Gérard Niding	Chairman
John Lynch-Staunton	Acting Chairman
Jean Drapeau	Mayor of Montreal
Fernand Drapeau	
Lawrence Hanigan	
Jean Labelle	
Yvon Lamarre	

- f) any report recommending the granting of concessions or privileges;
- g) any report relating to the trading or renting, under an agreement providing for a long-term lease, of real estate belonging to the City as well as the renting of personal or real property belonging to the City where the term of the lease exceeds one year;
- h) any other report whose object is not stated to be within the exclusive jurisdiction of the Executive Committee.

Any report submitted by the Executive Committee under sub-paragraphs a, b, c, f or g of Article 89 may only be approved, rejected, amended or returned by a vote of two-thirds of councillors present, provided such a majority includes at least 23 favorable votes.

Any report submitted by the Executive Committee under sub-paragraphs d or e of Article 89 may only be approved, rejected, amended or returned by a majority vote of all council members.

Any other report submitted by the Executive Committee may only be approved, rejected, amended or returned by the majority vote of council members specified in each case under other provisions of the charter.

Where no specific majority vote is mentioned, the matter is decided on a majority vote of members present in Council.

- From time to time, the Executive Committee may again refer to Council, with or without amendments, a report which has already been rejected by Council.
- Unless otherwise provided, appropriations voted by Council from the budget or the proceeds of loans remain at the disposal of the Executive Committee to be used for the purposes for which they have been voted, without further Council approval.
- The Executive Committee must refer to Council all proposed contracts involving expenditures of over \$10,000. Consequently, the Committee may award, without Council approval, contracts involving

expenditures of \$10,000 or less.

- The Committee may, after tenders have been called and without Council approval, award any contract for an amount not exceeding the amount placed at its disposal for that purpose.
- The Committee approves payment of all sums payable by the City subject to the restrictions and conditions specified in the charter.
- The Committee is responsible for the management of the affairs of the City. The Committee sees to it that the law, by-laws and agreements are implemented and enforced. For such purposes, the Committee may, on its own, take all measures deemed expedient and give department heads appropriate instructions. Through its chairman, the Committee may request any municipal official or employee to provide all required information.
- Any communications between Council and the various departments must go through the Executive Committee; in its relations with the latter, Council must always proceed by resolutions.
- Any communications between the Executive Community and the various departments must go through the director of services (the executive secretary).
- The Committee must call tenders in all cases where expenditures to be incurred exceed \$10,000, unless it is exempted from it by Council upon recommendation of the head of the department concerned or a report prepared by the Executive Committee. Nevertheless, Council may authorize the Committee to have municipal works of any kind carried out on a day to day basis, and the Committee may have works carried out under municipal supervision without the Council's consent where the cost of the works does not exceed \$20,000.
- The Committee determines the procedure to be followed in calling tenders.
- Upon receipt of a report from the department

concerned, the Committee may exercise the powers relating to the specific responsibility, such as accepting free personal or real property for municipal purposes, approving street names, entering into agreements for various purposes, suspending building permits, etc.

- The Committee determines all civil servants' salaries.

Finally, it should be pointed out that members of the Executive Committee divide responsibilities among themselves; one member has more specific responsibility for financial matters, another for land use and recreation, etc. This sharing of responsibilities is, however, quite unofficial, with no decision being made without the approval of the majority.

2.6 The Mayor (duties)

The Mayor is elected by all voters.

He is the first officer of the City.

He exercises the powers granted to him under the Act and represents the City at all official functions.

When he deems it expedient, he offers his comments and suggestions to Council and the Executive Committee.

He is ex officio member of the Executive Committee of the City and has all the powers, privileges and prerogatives relating to that office, except that he receives no remuneration other than that to which he is entitled as Mayor.

He is ex officio member of all committees or commissions appointed by Council and made up of councillors, with all the powers, privileges and prerogatives relating to such duties.

He has the power to call special Council meetings, for which he himself prepares the agenda, and city officials and employees are required to provide him with all the information, documents and reports he considers necessary for that purpose.

Since 1962, he has had the power to put forward his own list of nominees to the Executive Committee, although that list may be altered by Council.

He exercises the right of supervision, investigation and control over all city departments and officials, and in particular, sees to it that city revenue is collected and spent in accordance with legal requirements and that laws, by-laws and ordinances of Council are properly and objectively applied and enforced.

He refers any proposal to Council which he considers necessary and expedient and provides Council with all information and recommendations pertaining to the proper conduct of the business of the City.

The powers granted to him as Mayor may not be exercised by the Acting Mayor.

He has a limited power of veto. By-laws, resolutions and agreements approved by Council are sent, within four legal days, by the Clerk to the Mayor for his assent and signature. Should the Mayor decline to sign them, he must return them with his written comments to the Clerk, who introduces them again in Council at its next meeting as an urgent and priority item. If an absolute majority of Council members again approve such by-laws, resolutions or agreements, the Mayor is required to sign them. Failure of the Mayor to do so means that they become legal and valid just as if they had been signed and approved, except where certain provisions of the charter decree specific majority votes for the approval of by-laws, resolutions or agreements. He has the right to suspend at any time any city official or employee.

3 City of Montreal departments

Two developments have produced a number of changes in the administration of the City of Montreal.

A survey of "municipal administration" by the firm

of Woods, Gordon and Co., management consultants, was the first one. Released in 1960, it had been requested by former Mayor Sarto Fournier and members of the Executive Committee in office at the time. This voluminous report defined the main administrative problems and offered solutions. Only a limited number of recommendations have been implemented.

The second development, which was to produce substantial changes, was the creation of the Urban Community.

With it, a number of City of Montreal departments became Community departments, including Assessment; Police; and the Transportation Commission, an MUC agency; moreover, certain responsibilities which were within the city's jurisdiction came under the metropolitan structure, such as air pollution control, food inspection and economic development, which became MUC departments.

The City of Montreal has 19 administrative departments. Two can be said to have a special status:

- 1) The Administrative (or executive) Secretariat, which is the official link between the Executive Committee and the departments, and vice versa, and plays the part of a co-ordinating body; and
- 2) The Auditor's Office, because the definition of its duties and its place within the administrative structure is not clear (see B. 6).

Figure 4 shows an organizational chart of the administrative structure of the City of Montreal.

Table 16 lists the heads of City of Montreal departments, while Table 17 shows the budget and personnel figures relating to the various departments.

3.1 The Executive Secretariat

This department was established on October 1, 1965 under Council By-law 3176. It replaced the Director of Services, an office which had been created at the

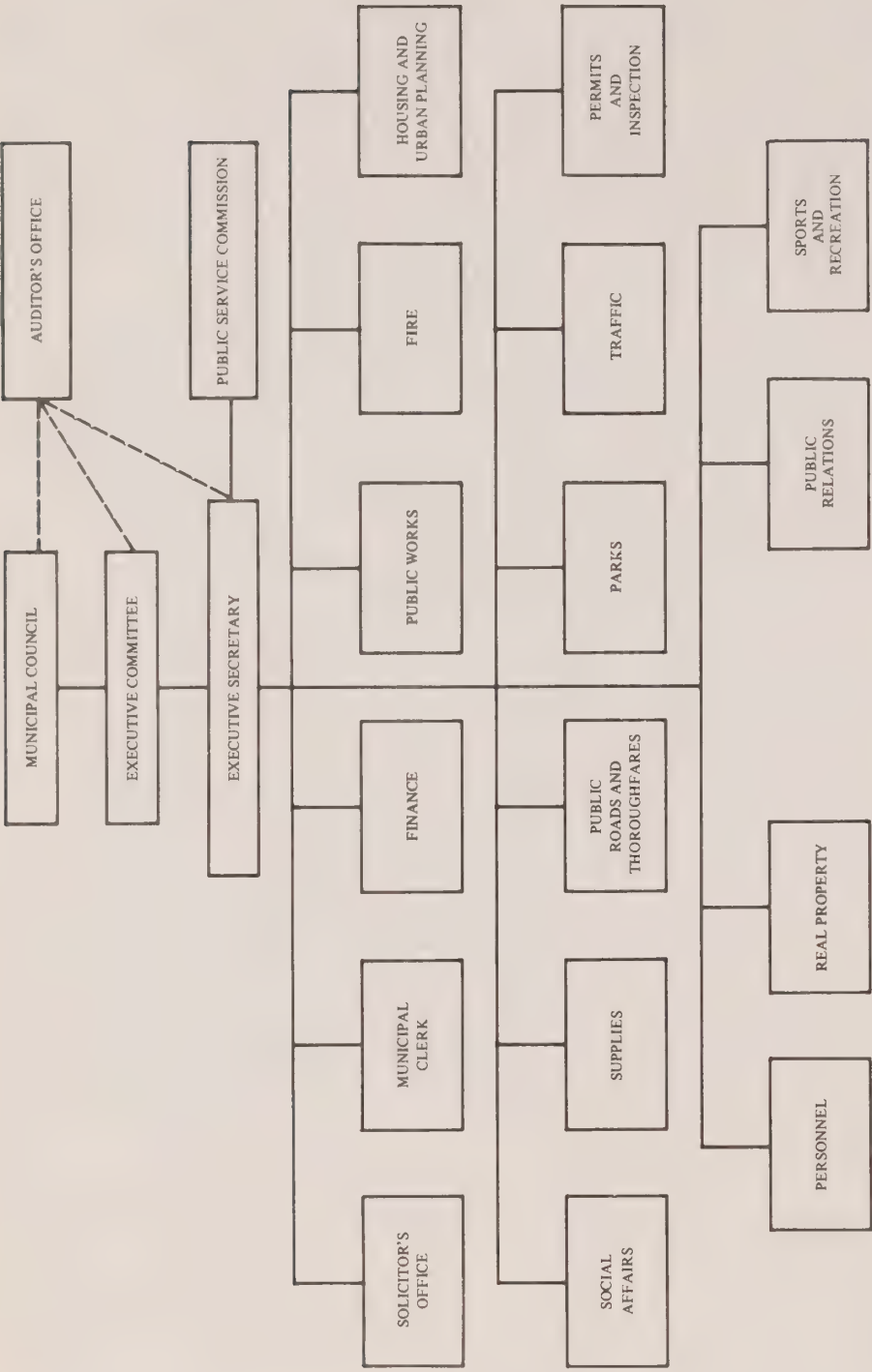


FIGURE 4

POLITICAL AND ADMINISTRATIVE STRUCTURES OF THE CITY OF MONTREAL

(UNOFFICIAL, FEBRUARY 1974)

Table 16 Heads of Departments, City of Montreal, February, 1974

Administrative (Executive) Secretariat	Jean-Louis Sauvé
Public Service Commission	Ovila Lefebvre
Auditor's Office	Guy Trudel
Solicitor's Office	Michel Côté
Municipal Clerk	Marc Boyer, Q.C., G.C.
Finance	Roger Bélanger
Public Works	Charles-Antoine Boileau
Fire	René Plaisance
Housing and Urban Planning	Guy R. Legault
Social Affairs	Jean Séguin
Supplies	Raymond Bélisle
Public Thoroughfares	Jean-V. Arpin
Parks	André Champagne
Traffic	Jacques Barrière
Permits and Inspection	Léopold Laurin
Personnel	Gérard Perron
Real Property	Jacques Fillion
Public Relations	François Zalloni
Sports and Recreation	Yves Desmarais

Table 17 Expenditure Estimates for City of Montreal Departments, 1972, 1973, 1974

Departments	Inception date	Bylaw No.	Personnel	Expenditures		Estimates 1973-1974
				1971-1972	1972-1973	1973-1974
Administrative Secretariat	1-10-1965	3176	328	\$ 4,589,451	\$ 4,361,100	\$ 4,574,700
Public Service Commission	28-03-1961	2612	31	281,323	290,000	332,800
Auditor's Office	8-05-1933		22	2,707,955	2,712,518	2,723,400
Clerk's Office	28-12-1905	351 et 4005	238	2,666,264	2,869,100	2,801,700
Finance	4-06-1918	654	87	2,141,345	2,151,600	2,234,900
Public Works	4-06-1918		584	4,894,494	5,970,000	6,163,400
Fire	19-02-1919	684	3,531	35,469,963	35,337,726	37,531,300
Housing and Urban Planning*	23-12-1907	373	2,506	28,954,591	30,409,200	29,566,000
Social Affairs	25-01-1972	4369	253	2,707,955	2,712,518	2,723,400
Supplies	15-01-1972	4411	1,017	10,974,443	11,646,712	10,846,000
Public thoroughfares	1974		1,380	15,319,236	13,001,828	13,566,300
Parks	3-03-1953	2093	1,572	38,592,862	27,958,773	30,731,400
Traffic	3-03-1953		1,208	11,362,405	11,804,700	11,876,600
Permits and Inspection	3-06-1955	2244	301	1,094,612	1,157,500	1,220,300
Personnel	16-01-1961	2592	306	3,183,325	3,369,999	3,430,300
Real property	28-03-1961	2613	118	1,093,656	1,219,100	1,268,200
Public Relations	27-11-1967	3541	250	1,686,244	1,521,800	1,483,900
Sports and Recreation	17-05-1971	4263	53	453,215	566,562	566,200
	17-05-1971	4262	1,345	6,657,791	8,868,554	10,327,400
Total budget for the City of Montreal:				\$510,187,300	- 1973-1974	

* The Urban Planning Department was established May 12, 1941.

The Housing Department was established November 27, 1967.

The two departments were merged on January 25, 1972.

beginning of the century.

It processes and co-ordinates communications among the various municipal departments. It issues guidelines to department heads to help expedite administrative matters. It follows the instructions received from the Executive Committee and provides the latter with all information required for the proper conduct of city business; it distributes all communications received. The Data Processing Centre and Man and His World come under this department.

The Executive Secretary advises and assists the Executive Committee for planning and control purposes as well as on any budgetary or administrative matter. He has jurisdiction over all offices, divisions or sections and over city employees who do not report directly to a municipal department. Since the Secretary has to perform all duties assigned to him by the Executive Committee, department heads are required to provide him with all the reports he may request. Moreover, he attends meetings of the Executive Committee, although decisions made during his absence are valid. He has the right to add his findings, if he deems it expedient, on any matter referred to the Executive Committee, and may report to Council on any matter which, in his opinion, should be brought to the Council's attention.

The Secretariat is made up of the following divisions:

Administrative Division

Budget Division

Timekeeping Division

Data Processing

Man and His World

Number of employees: 328

Expenditures 1971-72: \$4,589,451

1972-73: \$4,361,100

1973-74: \$4,574,700 (estimates)

3.2 Solicitor's Office

Previously called the Legal Department, the Solicitor's Office was established in 1905 under Bylaw 351.

It comprises the Municipal Court, a legal office, a notaries' office and a claims office. The head of the department is the head of the legal office. With the other solicitors and attorneys, he is the city's legal counsel and appears for the city, which he also represents at meetings with certain organizations. The Notaries' Office is responsible for the preparation of deeds and their reception. The Municipal Court comprises the judges, the attorneys, the Clerk and office personnel. The Claims Office mainly deals with inquiries into claims against the City.

The Chief Solicitor reports to Council and the Executive Committee and receives his instructions from them.

The Chief Solicitor and the members of the Bar, acting on his behalf on cases entrusted to them, act for the City in its relationships with officials and employees and may request any department head or his employees to deliver any document or information in their possession and to appear in their chambers or in court or any other place where, in their opinion, their presence may be necessary in the interests of the City.

Number of employees: 238

Expenditures 1971-72: \$2,666,264

1972-73: \$2,869,100

1973-74: \$2,801,700 (estimates)

3.3 Municipal Clerk's Office

Established on June 4, 1918, under Council By-law 654. The head of the department, who is Clerk of the Municipal Council and Secretary of the Executive Committee,

keeps and circulates the minutes and resolutions from their meetings. He is keeper of the seal and archives of the City. He publishes city advertisements and official notices and receives official communications addressed to the City. The Mayor's Office and the Councillors' Office come under his department. He prepares municipal elections and is the chief electoral officer. His department also handles incoming and outgoing mail, the issuing of identification cards and the Photography Division.

The department comprises the following:

Mayor's Office

Councillors' Office

Municipal Clerk's Division

Archives

Number of employees: 87

Expenditures 1971-72: \$2,141,345

1972-73: \$2,151,600

1973-74: \$2,234,900 (estimates)

3.4 Finance Department

Established June 4, 1918.

Duties of the department head:

- 1) to advise the City on any financial matters;
- 2) to make sure that the City remains financially solvent by balancing the budget and by ascertaining that the City has the necessary financial resources to repay any new borrowing;
- 3) to collect revenue and pay accounts;
- 4) to keep in safe accounts the City's funds and securities; to administer such funds and securities;
- 5) to administer the City's public debt;
- 6) to keep accounts for all operations and prepare financial statements.

The department comprises the following:

Director's Office

Collection Division

Accounting Division

Revenue Division

Payroll Division

Number of employees: 584

Expenditures 1971-72: \$4,894,494

1972-73: \$5,970,000

1973-74: \$6,163,400 (estimates)

3.5 Department of Supplies

This Department was established in 1974.

It prepares specifications for the calling of tenders, and provides purchasing for all departments. It also manages the standard supply stores and arranges for disposal of obsolete furniture and merchandise. It is also responsible for the supervision of municipal shops and garages and manages the vehicle fleet as well as municipal equipment. The department includes the following:

Director's Office

Purchasing Division

Recovery and recycling

Technical Division

Stores

Shops

Number of employees: 1,380

Expenditures 1971-72: \$15,319,236

1972-73: \$13,001,828

1973-74: \$13,566,300 (estimates)

3.6 Auditor's Office

The Auditor's Office was established May 8, 1973.

It audits the accounts and financial statements of the

City, of the Montreal Athletic Commission, of the Municipal Employees' Retirement Funds, of similar funds set aside for firemen and others, of the Metropolitan Arts Council; and it prepares reports on such audits and the financial position of these various corporations and organizations.

Number of employees: 22

Expenditures 1971-72: \$308,348

1972-73: \$275,900

1973-74: \$262,400 (estimates)

The Auditor has access to all books, records, documents and vouchers relating to the city's accounts and finances, and has the power to request any information from heads and employees of departments.

As for his relationships with the political structures and the administrative secretariat, the Auditor, Guy A. Trudel, was reported in the December 3, 1973 issue of La Presse to have made the following statements:

The Auditor is appointed by the municipal council, upon the recommendation of the Executive Committee. If, in discharging his duties, he reports to the Executive Committee, it is only from an administrative point of view. The Executive Committee does indeed approve his budget and appoint his department's personnel. However, the Auditor in fact only reports to himself. Nevertheless, should Council ask for a report, the Auditor must submit one. If the Executive Committee requests a report, the Auditor must submit one. If the Auditor discovers something wrong in the administration, he must report it to the Executive Committee, and the latter must correct the situation. Failure of the Committee to do so means that the Auditor must bring the matter to the Council's attention.

3.7 Housing and Urban Planning Department

The Urban Planning Department was established May 12, 1941, and the Housing Department was created November 27, 1967.

On January 25, 1972, Council passed By-law 4369 creating a single department.

The department is responsible for the formulation, the planning, the co-ordination and the implementation of municipal policies with respect to land use planning and housing.

Number of employees: 253

Expenditures 1971-72: \$2,707,955

1972-73: \$2,712,518

1973-74: \$2,723,400 (estimates)

3.8 Department of Public Works

It was established February 19, 1919, under Council By-law 684.

The Department prepares or order drafts and estimates for the implementation of work projects to be done under municipal supervision or by private enterprise, under its control, with respect to construction, improvement or installation of the following public utilities: streets, lanes, sidewalks, public squares, parks; municipal buildings, warehouses or garages; filtration and pumping plants and stations; reservoirs and tanks, incinerators, snow chutes or melting equipment; water supply, sewer, underground main, alarm, telecommunication and traffic light and sign systems. The department operates, maintains and supervises water, sewer, alarm and telecommunication systems, traffic lights and signs and municipal buildings and structures.

It comprises the following:

Director's Office

Administrative Division

Technical Division

Water Supply and Pollution Control Division

Municipal buildings and other structures

Number of employees: 3,531

Expenditures 1971-72: \$35,469,963

1972-73: \$35,337,726
 1973-74: \$37,531,300 (estimates)

3.9 Department of Public Thoroughfares

It was established March 3, 1953, under Council By-law 2093.

This department cleans, maintains and repairs streets and sidewalks; provides access to driveways; maintains unpaved streets and lanes; maintains the street and lane lighting system; maintains and repairs cesspools; spreads sand and salt over streets, and clears streets and removes snow; collects garbage and waste; operates incinerators and controlled dumps; and maintains bridges, tunnels, ramps, railings and stairways located on public thoroughfares.

The department comprises the following:

Director's Office
 Administrative Division
 Implementation of Work Projects
 Garbage Removal Division

Number of employees: 1,572
 Expenditures 1971-72: \$38,592,862
 1972-73 \$27,958,773
 1973-74 \$30,731,400 (estimates)

3.10 Parks Department

It was established March 3, 1953.

This department cleans, prepares and maintains gardens and woods, playgrounds and recreation areas as well as their fixtures and equipment and their fences; plants, cultivates, provides for the care of and cuts down trees and other ornamental plants in parks, along streets and in public squares. It also administers the Botanical Garden.

The department comprises the following:

Director's Office

Maintenance Division

Botanical Garden Division

Number of employees: 1,208

Expenditures 1971-72: \$11,362,405

1972-73: \$11,804,700

1973-74: \$11,876,600 (estimates)

3.11 Department of Social Affairs

The Health Department and the Welfare Department were merged on May 1, 1972, into a new Department of Social Affairs, established under By-law 4411 passed by Council on April 21, 1972.

The department provides well-baby, pre-school, maternity, schoolchildren's dental care and maternal health clinics in low-income areas; provides physical examinations for children in elementary schools; attends to public health and noise control; compiles vital statistics; receives requests for assistance; makes inquiries, determines assistance and distributes allowances; places adults and children; oversees the implementation of laws and regulations regarding social and public assistance; attends to burial of persons coming under the Coroner's Act; attends to the rehabilitation of individuals and families; supervises the regulation and co-ordination of charity drives under By-law 1447; and administers the Meurling Rehabilitation Centre.

The department comprises the following:

Director's Office

Placement Division

Audit Division

Social Assistance - Eastern District

Social Assistance - Western District

Meurling Rehabilitation Centre

Preventive Medicine Division

Nursing Division

Dental Health Division

Public Health and Noise Control Division

Number of employees: 1,017

Expenditures 1971-72: \$10,974,443

1972-73: \$11,646,712

1973-74: \$10,846,000 (estimates)

It should be noted that about 80 percent of this amount is repaid to the City of Montreal by the Quebec Social Affairs Department. In fact, the department allocates monies paid by the Quebec Government.

3.12 Fire Department

It was established December 23, 1907 under Council By-law 373.

The department is responsible for providing safety against fire and other hazards which present a danger to life and property. Its duties are: rescue of persons in danger of fire, drowning, etc.; fire fighting; protecting against damage resulting from fire, explosions and other hazards; promoting fire prevention by inspecting buildings; and enforcement of municipal regulations regarding fire prevention.

The department comprises the following:

Administration

Headquarters

Training Centre

Alarm System

Fire-fighting

Technical Services

Emergency Services

Prevention

Number of employees: 2,506

Expenditures 1971-72: \$28,954,591

1972-73: \$30,409,200
1973-74: \$29,566,000 (estimates)

3.13 Personnel Department

It was established March 28, 1961 under Council By-law 2613.

The department negotiates and administers collective agreements for all categories of municipal employees. It administers rating, evaluation and remuneration plans, determines qualifications for any job or office, does personnel recruiting for all departments and specifies the kind of examination or test for which applicants must sit. The Pensions Office and the Medical Control Division fall under the department's jurisdiction.

The department comprises the following:

Administration

Medical Control Division

Number of employees: 118

Expenditures 1971-72: \$1,093,656

1972-73: \$1,219,100

1973-74: \$1,268,200 (estimates)

3.14 Public Service Commission

Established March 28, 1961, under Council By-law 2612, the Commission's chairman is not a department head; however, he holds and exercises the powers and privileges of a department head with respect to the administration of the Commission. The Commission prepares questionnaires and holds the examination and tests specified by the Personnel Director for eligible applicants, or if required, hires persons for such purposes who have expertise in the fields concerned.

The Commission also draws up lists of eligible applicants and makes them available to the Personnel Director.

Number of employees: 31

Expenditures 1971-72: \$281,323

1972-73: \$290,000

1973-74: \$332,800 (estimates)

3.15 Traffic Department

It was established June 3, 1955, under Council By-law 2249.

This department deals with all things related to traffic and pedestrian safety. It conducts surveys and does vehicle and pedestrian counts to determine scientifically the City's needs with respect to traffic and parking. It receives accident reports from the MUC Police Department, conducts analyses with a view to advocating appropriate prevention measures, and recommends locations for street-crossing patrols. It administers the City's parking lots and oversees the operation of private lots. It installs traffic signs and lights on public thoroughfares; paints markings on roadways; recommends installation, alteration or removal of traffic lights; approves locations for taxi-stands and access ramps; creates one-way streets where required, and regulates all work and activities which could hold up traffic. Where possible, it removes structures which obstruct visibility along thoroughfares.

The department comprises the following:

Director's Office

Technical Division

Parking Division

Number of employees: 301

Expenditures 1971-72: \$1,094,612

1972-73: \$1,157,500

1973-74: \$1,220,800 (estimates)

3.16 Permits and Inspection Department

Established January 16, 1961, under Council By-law 2592, the department is responsible for the enforcement of laws and regulations governing building construction or demolition and alterations. It looks into all requests for permits, drafts and estimates, and approves or rejects the issuance of permits. It also brings into operation by-laws concerning special or personal taxes on the operation of certain businesses and activities.

The department is comprised of the following:

Administrative Division

Construction Division

Plumbing Division

Occupancy Division

Number of employees: 306

Expenditures 1971-72: \$3,183,325

1972-73: \$3,369,999

1973-74: \$3,340,300 (estimates)

3.17 Department of Municipal Buildings

Established November 27, 1967, under Council By-law 3541, this department is responsible for the property management and the operation of buildings as determined by the Executive Committee. Its objective is to secure maximum occupancy of municipal buildings at the lowest cost. Each year it draws up an inventory for Council, as of April 30th, of all space owned by the City. Sale of property, the renting of municipal halls, the operation of markets and restaurants and appraisals relating to expropriations come under the department.

The department includes the following:

Director's Office

Official Appraisals

Restaurant Division

Number of employees: 250

Expenditures 1971-72: \$1,686,244
 1972-73: \$1,521,800
 1973-74: \$1,483,900 (estimates)

3.18 Public Relations Department

Established May 17, 1971 under Council By-law 4263, the department is responsible for the planning, co-ordination and implementation of municipal policies in the area of public relations and tourism. The duties of the department head are to plan and manage municipal activities relating to:

- 1) tourism and services aimed at welcoming visitors;
- 2) public relations and publicity;
- 3) printing and distribution of city publications;
- 4) communications and the exchange of suitable information between the City and government or other organizations involved in the same field;
- 5) making information about the City and the municipal administration readily available to the public.

It is also responsible for the City's printing operations and preparations relating to official functions.

The department comprises the following:

Director's Office

Tourism and Information Division

Graphic Arts Division

Communications Division

Number of employees: 53

Expenditures 1971-72: \$435,215
 1972-73: \$566,562
 1973-74: \$566,200

3.19 Sports and Recreation Department

Established May 17, 1971 under Council By-law 4262, the department is responsible for the co-ordination and implementation of municipal policies with respect to sports, recreation and cultural or other activities in the leisure field. It provides the equipment, premises and personnel which the city's residents require in order to have at their disposal the facilities and choice of activities which meet their recreational and cultural needs. It also makes it possible for groups to participate in sports and leisure activities. It administers the Garden of Wonders, the Planetarium, the Aquarium, the recreative centres, the arenas, and the libraries.

The department comprises the following:

Director's Office

Administration and Planning Division

Library Division

Zoo and Astronomy Division

Leisure Division

Sports Division

Number of employees: 1,345

Expenditures 1971-72: \$6,657,791

1972-73: \$8,968,554

1973-74: \$10,327,400 (estimates)

4 Coordinating structures

4.1 The Executive Secretariat

As we have seen, the Executive Secretary is the official link between the Executive Committee and departments; he processes reports and files; he ensures that Executive Committee decisions are duly implemented, etc. Thus it can be said that he is, in

a way, the coordinator of the municipal administration. However, his responsibilities have been reduced in the past ten years. He was, during the sixties, the "Director of Services" and had authority over department heads. He could coordinate their work, give them instructions and guidelines. At the present time, that is not his role.

4.2 Coordinating Committee on Municipal Buildings

Established in June, 1973, the Committee deals with the management of municipal buildings. It rents premises for City of Montreal departments; thus it deals with projects involving new premises. The committee is made up of the assistant director of Housing and Urban Planning, Public Works, Sports and Recreation, Parks, Real Property, Public Thoroughfares and Executive Secretariat. On occasion, the assistant directors of the Fire and Traffic departments are invited to join the committee, which meets on a regular basis once a month.

It is the Housing and Urban Planning Department which calls meetings and prepares the agenda. After each meeting, the assistant directors report to the department heads after which the Housing and Urban Planning Department refers their recommendations to the Executive Committee.

5 Independent organizations (intermediate administrative structures)

5.1 The Public Utility Commission

Established on June 27, 1910 under Council By-law 407, the Commission is a body which provides coordination

between the City and the public utilities which have the right to erect lines and poles within the City limits. Its duties consist of building, maintaining and managing a municipal network of underground lines and conduits, in order to make it possible to gradually remove all wires and poles from city streets. Operating costs and capital expenditures are charged to users.

The Commission has three commissioners:

- 1) C.A. Boileau, Director of Public Works for the City of Montreal, appointed by the City of Montreal;
- 2) L. Roy, Quebec Hydro engineer, appointed by Quebec Hydro and companies such as CP and CN which make use of the lines;
- 3) J.-C. Nepveu, Chairman and Chief Engineer of the Commission, appointed by the Lieutenant-Governor-in-Council.

The Commission reports directly to the Executive Committee of the City of Montreal. Financing is provided through loans made by the City to the Commission for the construction of underground lines which are then rented to Quebec Hydro and such companies as CP and CN. These loans are repayable within 40 years from line rentals.

Number of employees: 121

Expenditures	1971-72:	\$477,044
	1972-73:	\$744,200
	1973-74:	\$649,700 (estimates)

5.2 The Jeanne Mance Housing Corporation

Established on September 17, 1959 by the Provincial Government, to date, the Corporation has built 796 housing units.

The Central Mortgage and Housing Corporation pays 75 percent of its deficit, while the City pays the remaining 25 percent.

Each year, the Corporation must submit its budget to the Executive Committee of the City and the CMHC for approval.

The Board of Directors is made up of seven members, two of whom are tenants and one a representative of the City of Montreal Housing and Urban Planning Department who is Bernard Galarneau. The Corporation has from 30 to 35 employees.

Expenditures

1971-72: \$273,326

1972-73: \$273,700

1973-74: \$284,800 (estimates)

5.3 Place des Arts Administration

The Administration rents its halls to impresarios and from time to time presents entertainment and Quebec Opera performances.

The Board of Directors is made up of eight persons, four of whom are appointed by the Quebec Government and four by the City of Montreal. There is a staff of eight. The Board does not include a City of Montreal councillor.

The City is committed to sharing equally with the Quebec Government any operating deficit incurred by the Administration.

Expenditures

1971-72: \$1,589,995

1972-73: \$1,632,500

1973-74: \$1,710,000 (estimates)

5.4 The Montreal Catholic School Board

The Board was established in 1846. In July, 1973, a Board of Commissioners consisting of 19 members was

elected for the first time, with all residents voting. Previously, they were appointed. The Chairman is Mrs. Thérèse Lavoie-Roux. The Board has 15,000 permanent and about 3,000 part-time employees. Its budget for 1973-74 was \$205,000,000. It has a link with the City of Montreal, in that the latter pays to the Board all proceeds of the school tax collected on behalf of the Board, whatever the amount may be. For 1973-74, that amount was \$140,381,000. The difference is paid by the Quebec Government through the Island of Montreal School Council.

5.5 The Jacques Viger Commission

Established August 16, 1962, under Council By-law 2760, it is a commission for the conservation of the older parts of Montreal. It deals with any matters regarding the conservation of historical features of the area bounded by Berri Street in the East, by des Commissaires and de la Commune in the south, by McGill Street and Notre-Dame Street in the West and North respectively, and of any other part of the city where there are similar historical features. The Viger Commission plays an advisory part and all its recommendations must be referred to the Housing and Urban Planning Department for a report to the Executive Committee.

The Commission comes under the Housing and Urban Planning Department, which pays the salary of its single employee, architect Jacques Delveau.

5.6 The Montreal Athletic Commission

This is a municipal commission operating under a 1922 provincial law.

It controls all aspects of boxing, wrestling and

judo, in both the amateur and professional areas.

It has five members, all of them serving on a voluntary basis: a chairman, a vice-chairman and three commissioners. Three of them are City of Montreal councillors: the chairman is Jean Laroche; the vice-chairman, Arthur Gagnon, and a commissioner, Hyman Brock.

The Commission pays its own costs by collecting a five percent tax on gross receipts of boxing and wrestling. It has from 30 to 35 employees, who are paid as events are held, as referees, medical consultants, assistants, etc.

The Commission subsidizes amateur organizations.

5.7 The Montreal Municipal Housing Board

The Board owns and operates low-cost housing in Montreal; it awards building contracts and once construction has been completed, takes over and rents such housing units. The Chairman and president is Guy Legault, Director of the Housing and Urban Planning Department of the City of Montreal. Full-time Board manager is Pierre Verschelden.

Contracts awarded to builders must have been approved by the Executive Committees of the City of Montreal and the Quebec Government. The Board is subsidized by the Quebec Housing Corporation and the City of Montreal, which pay 90 percent and 10 percent of costs, respectively. Any operating deficit is similarly subsidized. The Board operates in cooperation with the Program Division of the Housing and Urban Planning Department.

II Political and administrative structures
and urban development

A Structures involved in urban land use planning and development

This part of the report deals with the institutional structures which play a part in the development of the Montreal area. We will highlight the various structures previously described in the sections devoted to the MUC and the City of Montreal, using a broader approach which will take into account the institutional elements found at the higher levels of government.

Where specific structures are identified, the organizational means which have been placed at their disposal to enable them to discharge their duties will be stressed; their achievements and projects as well as their participation in the work of committees, commissions or task forces whose objectives are to coordinate their involvement in urban development will also be reviewed.

However, before beginning this analysis of the structures involved in the urban development of the Montreal area, the reader should be cautioned that while there exists a metropolitan planning organization, MUC member municipalities retain complete control over master plans in their respective areas. Article 164 of the MUC Act is quite clear on the matter.

1 At the local level

1.1 MUC municipalities

As we have seen, area municipalities are autonomous within the statutory limits set under provincial legislation, with respect to their local land use plans and development regulations dealing with such things as zoning, subdivisions and housing and building codes.

Some Island municipalities have established their own planning departments: St-Laurent, Pointe-Claire, Pointe-aux-Trembles, Pierrefonds and Montreal.

In other municipalities, planning is the responsibility

of the Manager, the Permits and Inspection Department, the municipal engineer or consultants working under contract. When their recommendations have been approved by the Municipal Council, they come into force and are the law in the areas concerned. Proposals formulated at the metropolitan level (MUC) have no legal effect on local decisions. This does not mean, however, that the MUC Planning Department guidelines play no part in local decisions.

A few area municipalities have also established economic and industrial development structures to attract business and industry. Such structures must be considered as being involved in the development of the Montreal area in the same way as the municipal planning departments.

1.2 Housing and Urban Planning Department

1.2.1 General structures

The Urban Planning Department was established on May 12, 1941, and the Housing Department, November 27, 1967. On January 25, 1972, Council passed By-law 4369 merging the two departments into one. As we have seen, the Housing and Urban Planning Department of the City of Montreal is responsible for formulating, planning, coordinating and implementing municipal policies with respect to land use planning, development and housing.

The department is headed by Guy Legault, Director; Pierre Bourgeau, Assistant Director and three Deputy-Directors, Bernard Galarneau, Charles Brunet and Roméo Hébert.

It has six divisions as follows:

1) Administration Division

The Superintendent is Jean-Guy Daviau. The division processes departmental reports and, after approval by

top officials, sends them to the Executive Committee through the Administrative Secretariat.

It coordinates documents, making sure that recommendations issued by top officials or the Executive Committee are followed; it receives from other department divisions recommendations submitted by superintendents regarding employees' salaries and permanent status; it circulates budgets among divisions; it ensures that tenders are properly drawn up; and it is responsible for the printing of reports, maps, plans, etc.

The division has 60 employees. Seven jobs are vacant.

2) The Projects and Starts Division

The Superintendent is Hugues Desrosiers. The division formulates plans and projects for low-cost housing; for this purpose, it calls on department architects or hires some from the outside, who work under the department's supervision. It also supervises on-site work, ensuring that standards are adhered to during construction.

The division has 30 employees. Four jobs are vacant.

3) The Program Division

The Superintendent is Georges Bonhomme. The division examines the needs of the various wards with respect to location of housing and urban renewal.

It has 23 employees. Two jobs are vacant.

4) The Social Communications Division

The Superintendent is one of the three deputy-directors, Bernard Galarneau. The division enforces Housing Code standards (By-law 3122).

With the approval of the Executive Committee of the City of Montreal, it grants subsidies to owners who agree to undertake building renovations. It helps people who have been forced to vacate premises due to expropriation or otherwise, by relocating them or suggesting other premises. It also provides liaison with ward offices, citizens' committees, etc. The division has 69 employees, with two vacancies.

5) The Urban Development Division

The Superintendent is Jean Villemure. The division deals

with the location and planning of urban developments, formulating plans which take into account the features of the area concerned. Needless to say, all those involved are consulted. The division had and still has input with respect to such big projects as Place Radio-Canada, Place Desjardins, Place Guy Favreau, Université du Québec, etc. Moreover, it operates in close cooperation with the MUC transit specialists, the MUC Planning Department and the MUC Transportation Commission regarding extension of the subway system.

The Division has 39 employees, with three vacancies.

6) Current Surveys Division

The Superintendent is André Grothé. The division deals with short-term projects: zoning regulation, parking, current projects. It has 30 employees, with 11 vacancies.

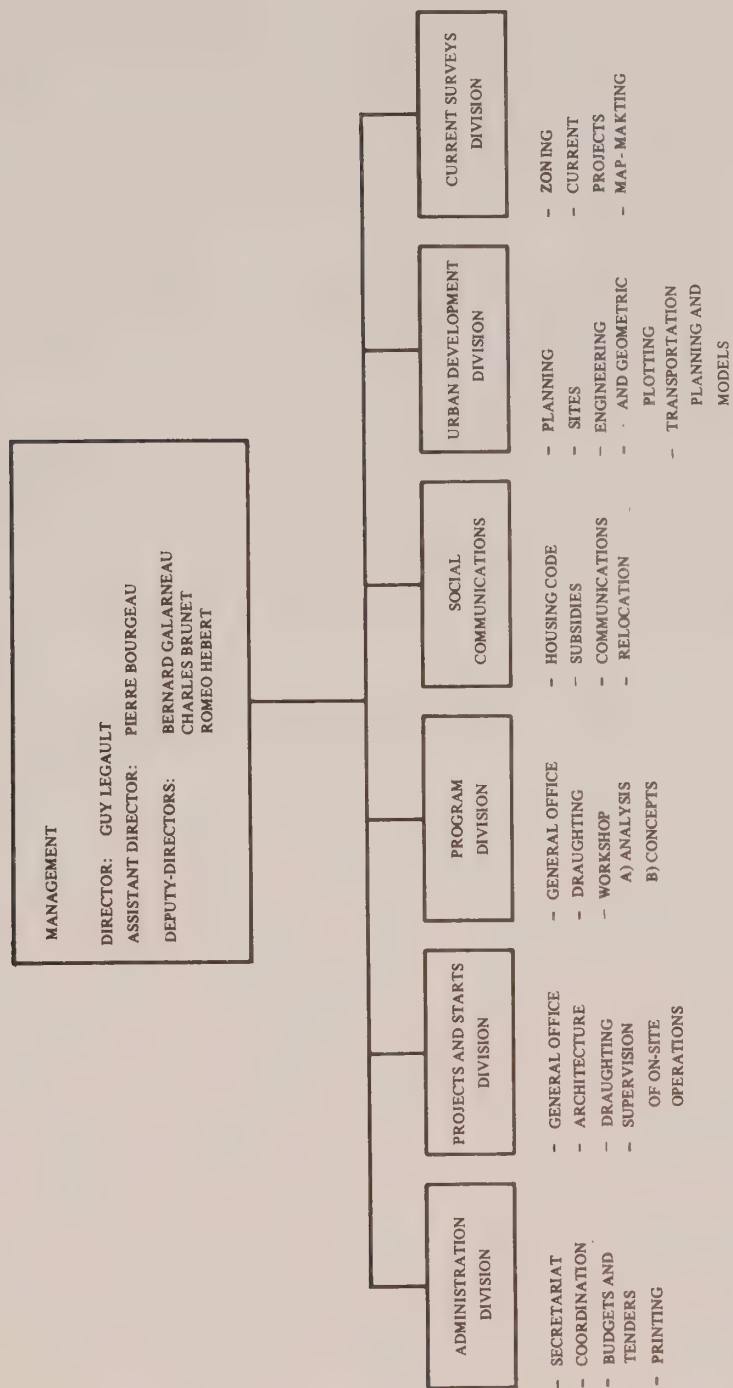
In all, 280 posts have been authorized for the Housing and Urban Planning Department and currently, 251 have been filled. Figure 5 shows the department's organizational chart.

1.2.2 Achievements

Among the department's achievements, it is worthwhile to note publications such as the Technical Bulletins, the Information Bulletins and the "Cahiers-Métropole." Together, they present an accurate picture of the Montreal area and its potential if part or all of the department's recommendations are adopted.

Most of these surveys and studies were published before the project known as "HORIZON 2,000" was launched. In a way, they provided basic data for this important proposal.

"HORIZON 2,000" presented a broad picture of the area covered (within a range of 35 miles) and of problems to be solved (transportation, satellite towns, open spaces and recreation areas, etc.) The project



(UNOFFICIAL, FEBRUARY 1974)

FIGURE 5

DEPARTMENT OF HOUSING AND URBAN PLANNING -- CITY OF MONTREAL

has not, as yet, been thoroughly discussed by the public and the government. This does not mean, however, that it has not led, at least indirectly, to major initiatives such as the creation of the MUC and the definition of the part it should play in the development of the whole area.

While formulating what could be called a master plan for the Montreal area, the Urban Planning Department has undertaken renewal surveys ("La Petite Bourgogne"), the implementation of a public housing policy as well as moves with a view to promoting the renovation of private housing. The department also allocated an important part of its resources to a review of zoning regulations in every city ward. In certain cases (zoning along Dorchester Boulevard, zoning on the south side of Mount Royal, the site of Expo 67, etc.), recommendations which could be implemented immediately were required.

1.2.3 Department projects

The description given of the department's divisions identifies the variety of its operations, which can be readily seen by glancing at the list of current projects.

Since the annexation of Rivière-des-Prairies and Saraguay, the Housing and Urban Planning Department has been called upon to outline a new development plan for these two areas, while continuing to take part in the development of the older section of Montreal.

While dealing with the above matters, the department is regularly asked to provide guidance with respect to specific projects. At this time, it is taking part in negotiations for the implementation of such projects as Place Desjardins, Place Guy Favreau, Concordia, Université du Québec and, in the

long term, Blue Bonnets.

So far as short and medium term projects are concerned, it is worthwhile to note its participation in surveys for the redevelopment of the Lachine Canal, for the extension of the subway system, for the construction of the Olympic Village, and in the work of the task forces which are looking into the establishment of a parking policy for Montreal. Lastly, the department continues its review of zoning regulations with a view to producing reports for every city ward.

Recently, the department submitted to the Executive Committee, for approval by Council, a proposed by-law to control the height and floor space ratio of buildings, downtown and elsewhere in the city.

1.3 Department of Municipal Buildings (Real Property)

The City of Montreal Municipal Buildings Department was established in November, 1967, under Council By-law 3541.

The department comprises the following:

1) Director's Office

The department is headed by Jacques Fillion and his assistant, Ronald Gagnon. The Director's Office administers the department and, with a team of six people, plans occupancy of city buildings with a view to achieving efficiency and savings. The department determines space needs per employee, per department, etc. and strives to improve working conditions by setting heating, lighting, acoustical and appearance standards. The Director's Office has 12 employees.

2) Division of Official Appraisals and Experts' Reports

The Superintendent is Rolland Garant. The division has three sections: appraisals, coordination and property, and an office manager.

Appraisals: This unit deals with all things which are directly related to real property, such as appraisals

and valuations related to acquisitions, expropriations or sales, and surveys on damages related to expropriations. A group of technicians draws up an inventory of buildings and equipment.

Coordination: This unit does the clerical work which is related to the above (prepares documents and lists of all sales and purchases, etc.).

Property: This unit operates city-owned buildings, keeping track of all property; it collects rents from tenants and pays rents to owners of buildings rented to the City. The Office Manager prepares the division's annual report and looks after office requirements, including stationery.

Two other divisions, Restaurants and La Ronde, deal with commercial operations. The department has about 250 employees and its 1974 budget was \$1,483,900.

1.4 Permits and Inspection Department

This department, which was described in Part I, is involved in land use planning because it is responsible for the enforcement of regulations pertaining to construction, signs, zoning as well as certain municipal by-laws. Moreover, through its Construction Division, the department considers all applications for building construction, alterations and repairs; it goes over drafts and estimates and, following a double check of applications for permits, authorizes or rejects issuance.

Besides issuing permits and enforcing construction and zoning regulations, the department is responsible for the implementation of the municipal plumbing By-law No. 2395, its amendments and the Gas Supply Code. For this purpose, it goes over plans and inspects all plumbing, natural gas and ventilation fixtures and equipment which are installed within the City limits.

Through its Occupancy Division, the department is

directly involved in land use since it controls the use of land and buildings under zoning and construction regulations. It keeps track of all operations within the City in order to collect all special and personal taxes. It also provides liaison between municipal departments, technical divisions, government organizations and the taxpayer.

Thus the Permits and Inspection Department is in regular contact with the Department of Housing and Urban Planning, Public Works, Traffic and Parks. However, these relationships are on an unofficial basis. On the other hand, the Executive Committee of the City of Montreal can express, in memoranda, its desire to see ad hoc, advisory or information committees established with representation from the various departments.

The department has no relationships with the MUC since the latter has no comparable department. However, for one year, its representatives were part of a Provincial Committee entrusted with the drafting of a Provincial Building Code. There is no official relationship between the department and the federal organizations which are active in the same field.

1.5 MCSB - City of Montreal Joint Committee

The Montreal Catholic School Board - City of Montreal Joint Committee looks into the efficient use of school equipment after school hours and during summer holidays.

This committee includes on the one hand representatives of the City of Montreal: the chairman of the Executive Committee and the heads of the departments of Housing and Urban Planning, Municipal Buildings, Parks and Sports and Recreation; and on the other hand, representatives of the Montreal Catholic School Board: the chairman and the heads of departments dealing with construction and use of Board buildings. The committee meets regularly once every month and a half, and all decisions made at meetings must be confirmed by the

Executive Committee of the City of Montreal and the management of the School Board.

1.6 Scope of City of Montreal activities in urban land use planning and development

Appendix 1 shows the areas in which the City of Montreal is active in urban land use planning and development, and appropriations for such purposes. Funds allotted to general promotion are relatively small, and construction of utility lines receives most of the budget. This can be explained in part by the fact that when the MUC created its Economic Development Board, in 1971, it provided for very little activity in the field of utilities except where they serve the metropolitan area, as in the case of water filtration plants, tunnels and subway stations.

2 At the metropolitan level

2.1 The MUC Planning Department

2.1.1 General structures

The MUC Planning Department was established August 19, 1970, under Community By-law 16. As shown in the first part of this report, the department initiates, supervises and coordinates all surveys, research, reports and work required for a land use plan in the area served by the Community. It also examines studies and documents placed at the disposal of the Community by municipalities under Article 164 of the MUC Act. Personnel includes the director, Architect Aimé Desautels, the former director of the City of Montreal Urban Planning Department; the assistant director, Architect Guy Gravel; eight

professional people, two of whom are entrusted with planning (overall) and six who are planning officers; five technicians ; four draughtsmen; one unit head (administration); three clerks, one secretary, two typists, one telephone operator and one receptionist, for a total of 28 employees.

Although small (the number of employees is limited and the budget is small), the department has a very important assignment - the planning of the whole Community area. The department head has stated on many occasions that he has no intention of increasing its size.

Its terms of reference provide that while the MUC must prepare a general land use plan, the MUC must not infringe upon the municipalities' jurisdiction (in zoning, for example). This plan will prove to be more than an element of moral suasion in MUC relationships with municipalities if the Draft Bill on Urban Planning and Land Use is passed by the provincial legislature. Should this occur, the municipalities' land use plans would have to fit in with the Community's overall plan and the latter, in turn, with the plan for the Montreal region, that is, Administrative Region no. 6.

2.1.2 Achievements

Article 164 of the MUC Act (1969, c. 84) stipulates that the Community shall draw up before January 1, 1973, under a Community by-law, a preliminary plan covering its area comprising:

- 1) land uses and approximate building densities
- 2) the approximate lay-out of main traffic arteries
- 3) the nature and approximate location of urban services
- 4) the nature and approximate location and lay-out of utilities.

The plan was completed by January, 1973, but not released before May of the same year. A delay was granted

to complete the printing of the report. The plan is not yet a by-law, because it can only be established under a Community by-law after the MUC Council has made an official decision to that effect.

Article 165 stipulates that before a land use by-law can be passed, amended or repealed, the Community shall: publish in a French and an English-language daily newspaper having an area-wide circulation, a notice giving a general outline of the measure it intends to pass and inviting interested parties to appear before it within at least 15 full days following publication to make appropriate representations; hold a public hearing at the time and place listed in the notice through one of its commissions, such hearing to be continued as long as necessary in order to hear the interested parties' representations.

The MUC and its Planning Department completed this assignment in three stages: "Esquisse 72," Proposals for Urban Land Use Planning, and the public hearings.

a) "Equisse 72"

On June 21, 1972, the Planning Department submitted a 26-page report and an audio-visual presentation to the Community Council entitled "Esquisse 72" (Outline 72: a first step in the formulation of a land use plan for the Community) to inform Council members of the way departmental works progress and its major objectives.

Major objectives

Outline 72 proposes the decentralization of industrial and commercial operations, while avoiding an "industrial sprawl," by creating two new satellite centres, one of which would be located in the eastern part of the Island (Anjou) and the other in the west (Pointe-Claire). Outline 72 recommends the establishment of an urban transportation network linking together all areas of the Island and emphasizing the use of rapid transit facilities as well as the combined use of existing railroad tracks and other means of

transportation. It also advocates that certain existing land uses be modified (for instance, some quarries); some residential areas should be replaced with other land uses because they are located in noisy surroundings. Outline 72 proposes to give the people ready access to the waterfront by building marinas and improving beaches, etc. The opening of three new metropolitan parks is also suggested.

Mayors, councillors and officials of member municipalities have offered comments and recommendations which have been incorporated into "Proposals for Land Use Planning."

b) The proposals

As the law requires, the Planning Department and the MUC released their proposals for a land use plan for the Community in May, 1973. In this report, the department lists a number of findings, followed by its recommendations. As noted, the proposals have not yet been passed in the form of a by-law as stipulated under Article 164 of the MUC Act.

1) Land use

Because the city is a meeting place, a place for people rather than mere buildings, exclusion from residential areas of noisy commercial centres is recommended. The report also suggests that industrial plants be located outside residential areas within the transportation substructure, which means that no housing would be built in industrial areas; to create deferred development areas to prevent the building of isolated clusters of houses or the establishment of industrial subdivisions offering little hope for development; to create two satellite centres in the eastern and the western parts of the island, which would have access to the downtown area while reducing congestion; and to give each city ward the equivalent in services while making them easily accessible to most residents.

2) Transportation

(See part B, 2.2.2)

3) Public utilities

In this area, the authors of the report feel that the Community should assume the entire responsibility for the location of and the access to garbage disposal centres; carry out the necessary projects in accordance with the ten-year water purification program drawn up by the Community's Water Pollution Control Department; improve the quality of the air by eliminating gradually all sources of pollution; and take steps to reduce noise.

4) Open space and green areas

As people devote an increasing part of their time to recreation, it is suggested that recreational facilities within the urban areas be established; that waterfront parks and marinas, open to everyone, be developed; that the Lachine Canal for recreational purposes be developed; footpaths closed to automobile traffic be provided; and that certain sites, which lend themselves to the creation of large parks, be set aside.

c) Public hearings

At its November 15, 1972, meeting, in accordance with Article 165 of the MUC Act, the Community Council appointed a special commission instructed to hold public hearings on the adoption of the Community land use plan. This commission is officially called "Commission du Schéma d'Aménagement de la CUM."

Its members are:

F. Alie, Chairman	City of Montreal councillor
J.N. Parker	City of Montreal councillor
A. Sauvé	City of Montreal councillor
S. Desnoyers	Mayor of Dorval
S.M. Finlayson	Mayor of Hampstead

The commission was to sit from June 26 to July 16, 1973. When few groups and people presented themselves to make representations, the commission extended its deadline to August 31, but with little success. In all, fewer than 30 groups or individuals appeared before the commission.

With the help of a number of professional people from the MUC Planning Department, the commission is preparing a follow-up report on the "Proposals" and its public hearings. After considering the report, Council will make a decision regarding the proposals. However, the Draft Bill on Urban Planning (see analysis in another part of this report) will have to be passed by the provincial government before the new proposals can become law.

2.1.3 Hanigan Committee

Slightly more than two years after the MUC was created, on March 9, 1972, the Quebec Minister of Municipal Affairs, Mr. Tessier, appointed a MUV Survey Committee, better known as the Hanigan Committee (see analysis in another part of this report), with the following terms of reference:

(Among other things) the Committee was instructed to put forward, in accordance with the Community land use plan, alternatives for the regrouping of municipalities, recommend amendments to the MUC Act and, if required, recommend the extension of the boundaries of the area or, in certain fields, the extension of jurisdictions. (Hanigan Report, Vol. 1, p. 8.)

The MUC Planning Department's professional people were active at the Committee's two levels of operation. Figure 6 shows the Committee's organizational chart and Table 18 lists the names and status of those who took part in the surveys.

a) Coordinators and Steering Group

Subcommittee coordination was entrusted to the MUC Planning Department director. To carry out his assignment, he had two assistant coordinators and personnel from the MUC Planning Department. This coordinating body (the coordinator and his assistants) presided over the meetings of the Steering Group, made up of those in charge of the nine subcommittees.

b) Working subcommittees

The professional people from the Planning Department were represented officially on six of the nine subcommittees: administrative structures, urban planning and economic development, education, transportation and communications, health and welfare, and finance.

As this section on the MUC Planning Department is concluded, it is worthwhile to note some of the proposals of the planning and economic development subcommittee and the Survey Committee in the latter's final report. Attention is drawn to the continuing reference to the Draft Bill on Urban Planning, which will be analyzed in another part of this report.

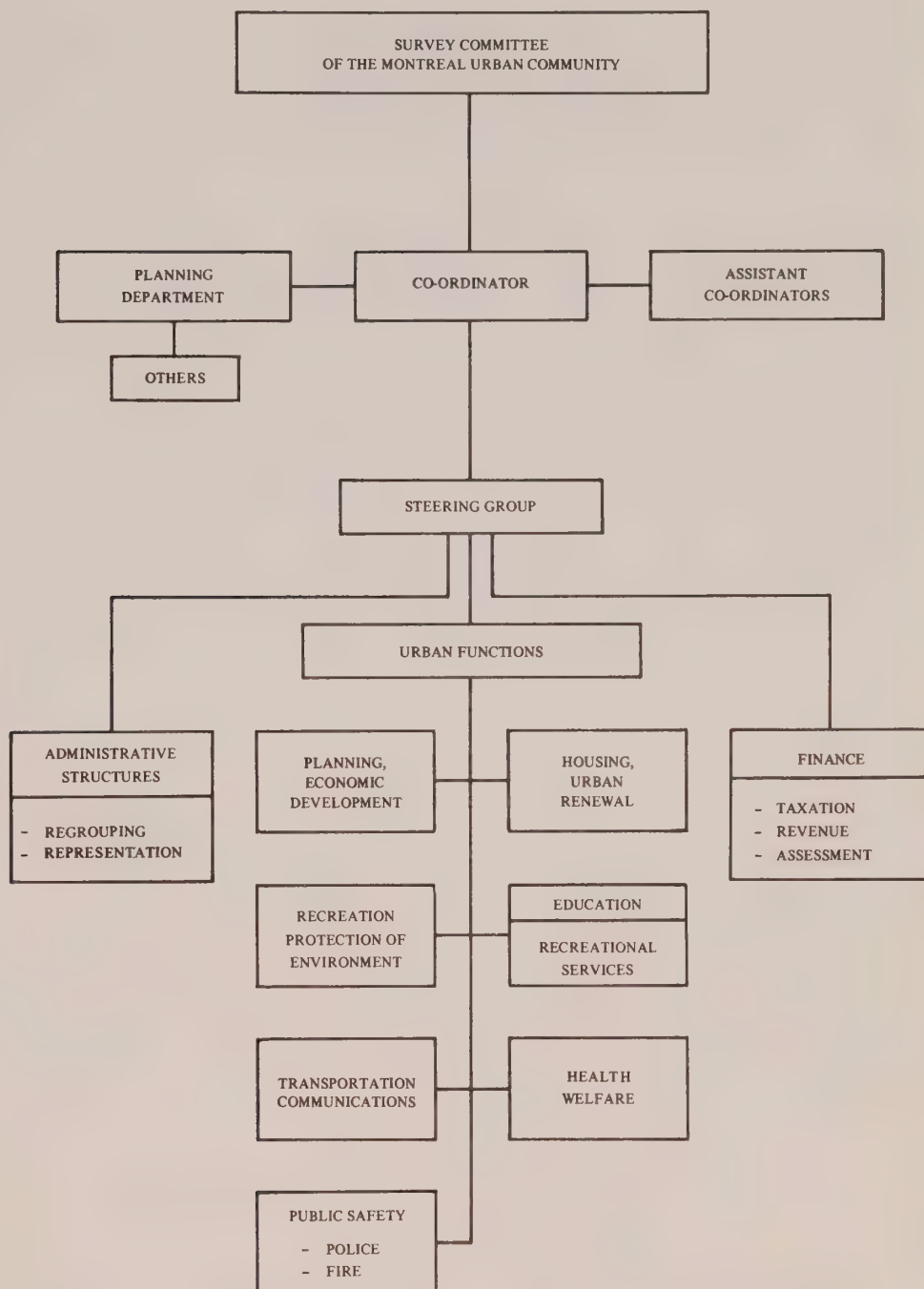
The sub-committee on planning and economic development stressed the need to link promotion, development and planning together through short, medium and long range study and action programs open to private and public development agencies and organizations.

The Survey Committee recommended that the Montreal administrative area be made up of three subareas, as follows:

- 1) the Montreal area (its boundaries being those of the Census Metropolitan Area as defined for 1971-1981);
- 2) the northern and southern subareas, whose land use plans should fit in with that of the larger urban area.

The Survey Committee recommended that, without waiting for the adoption of the Draft Bill on Planning and Development, the Quebec Government establish the Land Use Interdepartmental Commission and that the OPDQ (the Quebec Planning and Development Board) be authorized to immediately give to the Community, through its Planning Department, full responsibility for formulating the land use plan for the larger urban area.

The Survey Committee recommends the establishment



(OFFICIAL, 1973, HANIGAN REPORT)

FIGURE 6

MUC SURVEY COMMITTEE

of an Urban Development Commission, whose duties are defined in Section V of the Draft Bill.

The Committee recommended that municipalities appoint their representatives to the Development Commission for each district in the urban area.

The Committee also recommended that all interested groups be able to make representations to the Inter-departmental Commission on Land Use before the latter advises the Government.

Lastly, the Committee recommended that all urban land use plans and all zoning regulations submitted by municipalities to the Department be accompanied by a Community report indicating whether or not said plans fit in with the Community plan and whether said regulations fit in with the land use plan.

2.2 Economic Development Board

2.2.1 General structures

This Board was established December 28, 1971, under Community By-law No. 30. The Board, whose duties were described in Part I (see B., 2.4.7), has three branches:

- 1) The Publicity Branch, which has a Publicity Officer (a post filled at this time by the Board director) and a secretary;
- 2) The Industrial Promotion Branch, which has three industrial commissioners and two secretaries;
- 3) The Data Branch, which has a Data Officer, one secretary and one clerk.

The three branches are headed by a director, Jean-Guy Caron, who has a secretary.

Table 18 Names and status of professional people from the MUC
Planning Department appointed to the Hanigan Committee

1) Administrative structures

Rolland Cousineau	Responsible for planning, MUC Planning Department
Robert Petrelli	Planning Officer, MUC Planning Department

2) Urban planning and economic development

Aimé Desautels	Director of MUC Planning Department
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3) Education

Jean-Paul Guay	Planning Officer, MUC Planning Department
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4) Transportation and communications

André Bolduc	Responsible for planning, MUC Planning Department
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5) Health and welfare

Mrs. Michèle Jodoin-Keaton	Planning Officer, MUC Planning Department
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6) Finance

Gilles Latour	Planning Officer, MUC Planning Department
André Bolduc	Responsible for planning, MUC Planning Department
Rolland Cousineau	Responsible for planning, MUC Planning Department

2.2.2 Achievements

The Board is currently organizing its personnel and operations.

It has, until now, dealt mainly with personnel recruiting and training, and basic requirements such as preparing promotional booklets, drawing up a list of industrial parks, and preparing an audio-visual presentation of the area as well as listings of industrial plants.

The Board director has travelled to Toronto, Boston and New York, where he met CN, Air Canada, and Canadian Consulate representatives engaged in promotional activities and gave them data and statistics on the Montreal urban area. The Board's audio-visual presentation was helpful in this regard. The director undertook these promotional drives in cooperation with the Quebec Department of Industry and Commerce, the federal Department of Regional Economic Expansion and the federal Department of Industry, Trade and Commerce.

No joint program was undertaken in cooperation with the QPDQ since the MUC already has its Planning Department.

The Board maintains daily contact with the CN and CP promotion departments, which keep track of all industrial sites.

The Board also maintains contact with the chambers of commerce, and has organized conventions and seminars with La Chambre de Commerce de Montréal.

Lastly, the Board maintains contact with all organizations which promote investment in the Montreal urban area.

2.2.3 Hanigan Committee recommendations

The Hanigan Committee devoted a chapter of its report

to the economic development and promotion of the Montreal area. As mentioned in the preceding section, the subcommittee on planning and economic development stressed the need to link together short, medium and long term study and action programs open to private and public development agencies. Here are the main recommendations of the Hanigan Committee.

To reflate the economy of the Montreal urban area, the Committee recommends:

- 1) the creation of an Economic Development Directorate reporting to the chairman of the Executive Committee of the MUC. Its objectives would be determined by the Community and it would have two divisions, economic surveys and marketing;
- 2) that the Executive Committee proceed with the establishment of a Community Economic Policy Steering Committee comprising, under the chairmanship of the Executive Chairman, the heads of the various departments; its main duty would be the provision of coherent economic development and land use policies for the Community;
- 3) that the Economic Development Directorate create an Economic Development Committee, reporting to the Directorate and made up of representatives from businesses and organizations engaged in industry, commerce, finance, transportation and the services, as well as federal, provincial and municipal representatives.

3 At the provincial level

3.1 Department of Municipal Affairs

3.1.1 General structures

This department was established under Chapter 169 of the Revised Statutes of Quebec, 1964. Its terms of

reference are as follows:

- a) To oversee, throughout Quebec, the administration and implementation of municipal legislation;
- b) the Department is responsible to the National Assembly for a number of special bodies and agencies such as The Quebec Housing Corporation, the Quebec Municipal Commission and the Ottawa River Planning Corporation;
- c) it is responsible for the administration of the New International Airport Act (c. 48 of the 1970 Quebec Statutes) under which it has established SATRA (an airport area planning branch).

Figure 7 shows a departmental organizational chart.

3.1.2 Structures involved in land use planning

(Such structures are circled in the chart by broken dotted lines.)

a) The Quebec Municipal Commission

The Commission comes under Chapter 170 of the Revised Statutes of Quebec, 1964.

It has ten members, including a chairman and three vice-chairmen.

The Commission plays no part, as such, in urban land use planning but is involved in that it controls the municipalities' and the MUC's financial commitments. Moreover, it has near-judicial powers of inquiry with respect to municipal mergers.

b) The Urban Planning Branch

This branch was dissolved in 1971 and its personnel transferred to various branches of public service, including urban planning and the deputy-minister's office. It has two departments:

- 1) Urban planning This department is being reorganized so that the Ministry's structure will fit in with the provisions of the Draft Bill on Urban Planning (which is described in Appendix 2). At the present time, it

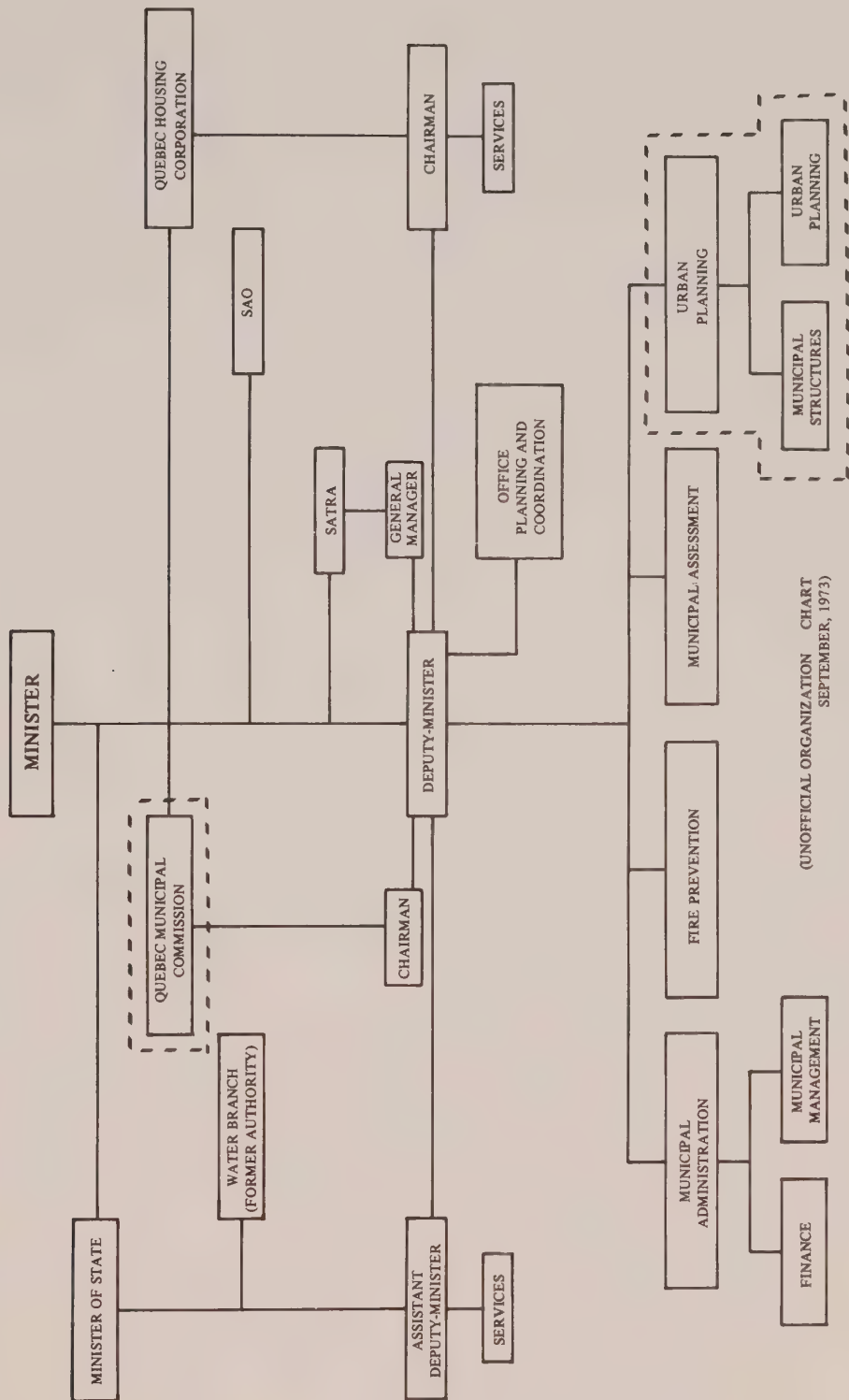


FIGURE 7 ORGANIZATION CHART, DEPARTMENT OF MUNICIPAL AFFAIRS (UNOFFICIAL ORGANIZATION CHART SEPTEMBER, 1973)

has some 30 employees including 13 professional people, four technicians and four secretaries at the Quebec Ministry and nine employees at SATRA (the airport area planning branch), which in March, 1974, became the Montreal Area Urban Planning Directorate (MAM).

2) Municipal structures This department has 12 professional people. Its budget for 1972-73 amounted to \$2,300,000. Of this amount, 1,700,000 is allocated in the form of subsidies to municipalities under the new legislation passed in 1971, c. 53, Quebec Statutes, to encourage municipalities to merge into greater municipal areas. This legislation contains two important measures. The first one, which is mandatory, may be used to force municipalities to merge while the second measure provides subsidies to encourage mergers.

The department is currently conducting some 20 surveys on major urbanization areas, on identifying areas of 100,000 inhabitants, on a policy for municipalities with 5,000 to 100,000 inhabitants, and on a policy for municipalities with 5,000 inhabitants or less.

3.1.3 Municipal Affairs involvement in the MUC area
Creation of the MUC was initiated by the Quebec Department of Municipal Affairs, which was headed at the time by Robert Lussier. The establishment of the Hanigan Committee was also initiated by MAM (the French initials for the Quebec Department of Municipal Affairs), which defined the Committee's and the subcommittees' terms of reference, which in turn were endorsed almost unchanged by the Co-ordinating Group.

A number of department officials took part in the work of the Hanigan Committee. However, except for this type of participation, Municipal Affairs has no structures that would enable it to follow or influence the MUC's progress. In other respects, it was impossible to find out from Municipal Affairs what action it intends to pursue with regard to the recommendations of the Hanigan Report.

The department intervenes at times in the area to provide technical assistance to certain municipalities wishing to initiate merger talks with neighbouring municipalities. For this purpose, it has an island-wide plan, which was presented at a meeting of the subcommittee on administrative structures, one of the nine making up the Hanigan Committee.

3.2 Quebec Planning and Development Board (QPDB)

3.2.1 General structures

The Board was established under the Quebec Planning and Development Board Act, c. 14 of the 1968 Statutes of Quebec. It is a corporation under the Civil Code. It operates however in accordance with the regulations governing government administration.

Its terms of reference are as follows:

- a) To formulate plans, programs and projects for the development of the area and the planning of land use;
- b) to coordinate the implementation of development programs and initiatives;
- c) to represent Quebec in talks with DREE on matters regarding development.

To carry out duties a) and b), the Board needs the cooperation of the government administration as well as the participation of Quebec's social and economic organizations. The Board attempts to secure such cooperation and participation through the following organizations:

The Cabinet Group consists of four ministers plus the minister responsible for the Board;

The Interdepartmental Planning and Development Commission (CIPD) consists of 23 deputy ministers and some top officials;

The Quebec Planning and Development Council (CPDQ)
 In carrying out its third duty, the Board represents
 Quebec on the Canada-Quebec Committee for the Implemen-
 tation of Agreements and the Development Committee
 (see DREE).

Figure 8 shows the Board's general structure. On
 the administrative level, there are two branches:
 Planning and Development. The first branch deals
 mainly with surveys and is being reorganized in
 anticipation of the eventual enactment of the Draft
 Bill on Urban Planning. The second branch is made up
 of the four directors of the planning areas (South,
 North, Centre, East). These planning areas, or
 regions, have regional delegates.

3.2.2 Structures involved in the Montreal area

Two elements of the OPDQ structure are responsible
 for the Board's involvement in the area: the director
 of the southern planning area and the regional dele-
 gate of the Montreal area.

a) The director of the southern planning area
 The director, Paul Laliberté, works with the Develop-
 ment Branch. He is entrusted with the coordination
 of plans and projects initiated or supervised by the
 regional delegates representing the areas or regions
 of Montreal, Hull and Sherbrooke, with a view to
 eventually merging these three plans into a single
 plan for the whole southern planning area.

The director is responsible to Victor Goldbloom, the
 Minister for the southern planning area, and to the
 Chairman and President of the Board, Yvon Tremblay,
 or to other department heads, depending on the matter
 concerned. Some personnel to coordinate the three
 regions has been provided for him. However, because
 of a recent reduction in staff, the director will have
 to call upon personnel in each one of the areas to carry

out his duties. Through his personal contribution, he will complement regional activities by joining certain committees or commissions in one region or another, especially where a delegate has not yet been appointed.

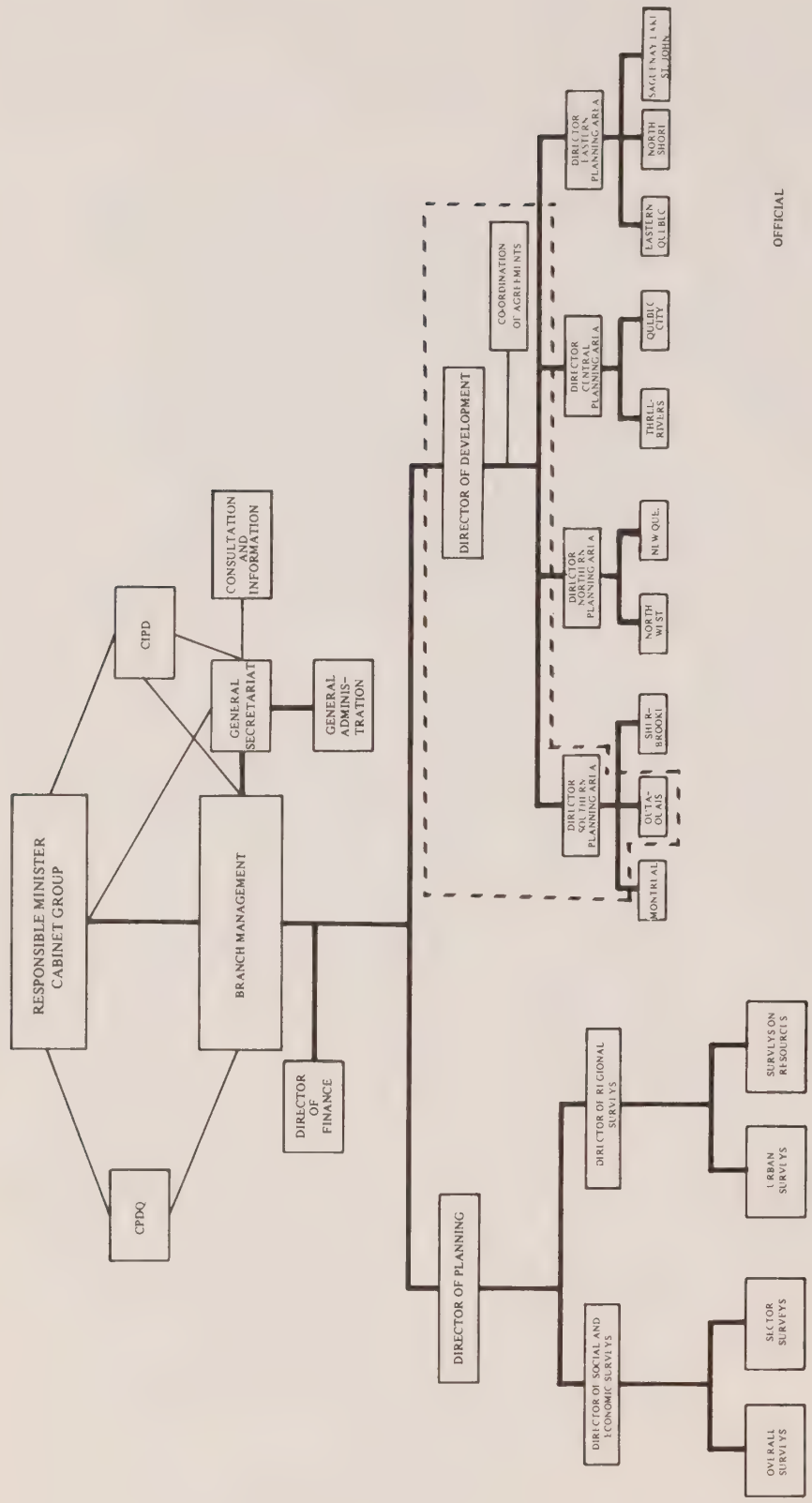
b) The Regional Delegate for the Montreal Region
The delegate, Jean-Pierre Blain, is responsible for coordinating government action and preparing a regional development plan; he has 22 employees.

The official lines of communication provide that he should report to the director of the southern planning area, who sends his reports to the responsible Minister, to the chairman and president and to the various departments. Liaison with the responsible Minister is achieved, however, through the director of the southern planning area.

c) The Board's involvement in the Montreal Region
The region covered by the Montreal Regional Delegate goes beyond the MUC area and includes the northern part, especially the area expropriated for the Mirabel Airport, and the southern part of the Montreal administrative region.

Provincial and federal investments in the Mirabel International Airport area bring both the director of the southern planning area and the Montreal Regional Delegate together, with respect to the study of several documents and papers having implications in land use planning: they must coordinate reports on the airport and the management of the special area, take part in a plan study for the northern section of the area, take part in a study of the economic effects of the Mirabel Airport, take part in the Manalytics study on air freight planning and in a study on tourism, etc.

More generally, the Board keeps in close communications with DREE through the Implementation Committee for the special area, and through the Federal-Provincial Steering Committee for the airport area. Director



OFFICIAL

OPDQ ORGANIZATION CHART

FIGURE 8

Laliberté sits on the first committee, while the Montreal Regional Delegate is a member of the second committee.

The Board's participation within the MUC area takes various forms:

Participation in Hanigan Committee Report

Director Laliberté was assistant coordinator with André Saumier, assistant secretary to the State Minister for Urban Affairs, and Aimé Desautels, head of the MUC Planning Department and the Coordinating Group.

Regional Delegate Blain joined the subcommittee on planning and economic development.

A member of the general delegation was, for a period of time, chairman of the subcommittee on finance.

Transportation in the area

Director Laliberté sits on the Provincial Committee for the Coordination of Transportation in the Montreal Area and on the committee responsible for the airport file.

The Regional Delegate joined the Technical Committee on the Coordination of Transportation in the Montreal Area.

Details pertaining to these committees are given in the section of this report dealing with transportation. Technical and general files and documents

Here are a few of the technical papers on which the Board has worked: T.D.M. steel plant, roads, Lachine Canal, Montreal Harbour. General papers include one on "Development Strategy for the Montreal Area."

3.3 Other provincial organizations or bodies

3.3.1 The Department of Public Works

Except for schools, vocational and general colleges (CEGEP's), universities and a number of hospitals, the Department handles all public works in Quebec, while in Montreal it handles construction and maintenance of such government buildings as the Crémazie complex, Radio-Québec, the Parthenais Centre, Place de la Justice, etc.

3.3.2 The Historical Properties Commission

Established under the Historical Properties Act, c. 19, Revised Statutes of Quebec, 1972, the Commission has 12 members nominated by the Lieutenant Governor in Council. The commission comes under the Minister of Cultural Affairs.

Any plans for the alteration of buildings which have been declared of historical value or for the construction or alteration of buildings in historical districts, including vacant land such as parks and roads, whether public or private, must be approved by the Commission.

3.3.3 Department of Industry and Commerce

The part played by that department in the area has already been described in the sections on the Economic Development Board of the MUC and on the OPDQ. To summarize, however, the department promotes economic development in the area by conducting basic surveys, by encouraging investors to come to the area, and by encouraging existing industries to diversify or to increase their exports. The department also cooperates with various metropolitan, provincial and federal organizations in the formulation of a development strategy for the Montreal urban area.

4 At the federal level

4.1 The Department of Regional Economic Expansion (DREE)

This department was established April 1, 1969 under a 1969 federal act relating to government planning.

Its terms of reference provide that it shall administer a number of programs of economic incentives and social adjustment in designated areas. Two types of programs have an effect on the development of the Montreal urban area: the industrial development incentives and the St. Scholastique special area.

a) Industrial incentives

The first industrial incentive program did not apply to the Montreal metropolitan area. An amendment, passed in 1970, provided for the addition of the Montreal-Cornwall area to the list of designated areas, with the following results for the 1969-72 period in Quebec.

Regional impact of grants, as of December 31, 1972²were:

Region	Approved Projects	Grants in millions	New jobs directly created	Investments in millions
Region C				
Montreal-Cornwall	660	\$ 46.5	25,054	\$346.8
Others in Quebec	532	103.2	24,097	497.1
Total	1,192	\$149.7	49,151	\$843.9

In short, the Montreal area (Region C) gets half the number of new jobs created under the incentive program in Quebec and nearly half the investments made in Quebec as a result of the grants given by DREE. This is the first dimension of the impact of DREE on the development of the Montreal urban area.

²Source: Evaluation of development incentive program, DREE, April, 1973.

b) The Ste-Scholastique special area

In accordance with our decision to deal only with the immediate Montreal urban area, this section on Ste-Scholastique is limited to the presentation of two tables (Figure 9 and Table 19) and a list of projects financed through DREE and implemented by Quebec in that special area (Appendix 3).

DREE administers the agreement covering the Ste-Scholastique special area in cooperation with the OPDQ, through three committees: the Development Committee, the Implementation Committee and the Steering Committee.

4.2 Other federal bodies (list)

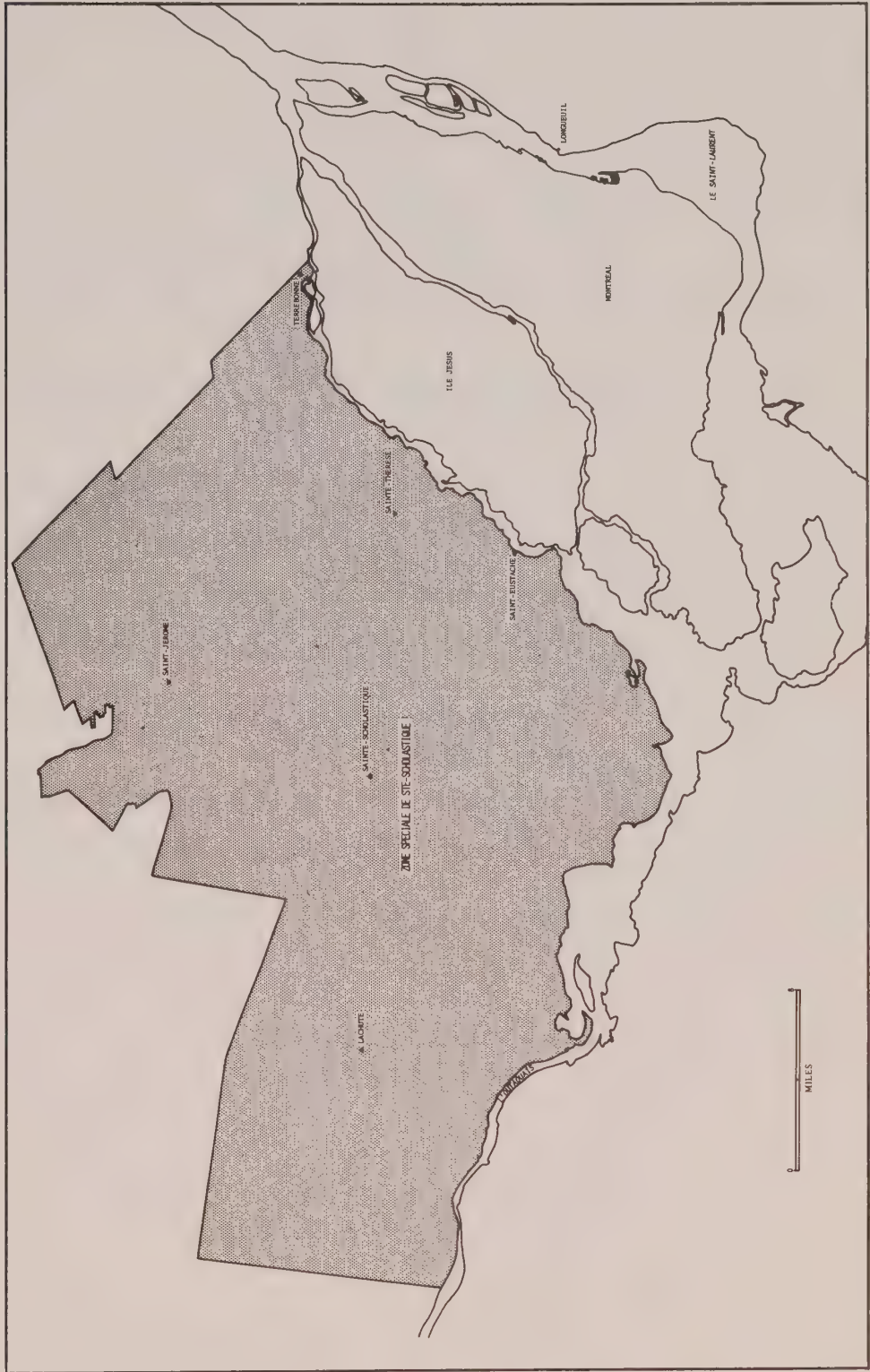
4.2.1 National Harbours Board - St. Lawrence Seaway Authority

The Board has extensive powers in the land use field within the boundaries of the Port of Montreal. Land which the Board owns in the City of Montreal has formed the subject of agreements between the City and the Board. (For instance, the Bellerive Promenade in the eastern part of Montreal.)

The same can be said for the St. Lawrence Seaway Authority. (The Lachine Canal is an example.)

4.2.2 The Department of Public Works

This department has control powers over projects which require crossing over or under the St. Lawrence River and going through the Montreal Harbour. It is also responsible for land and buildings owned by the federal government in the area.



STE-SCHOLASTIQUE SPECIAL AREA

FIGURE 9

Table 19 District covered by the Ste-Scholastique Special Area

The district includes:

- a) the cities of Deux-Montagnes (Two-Mountains), Lachute, St-Jérôme and Ste-Thérèse;
 - b) the towns of Blainville, Ste-Scholastique, Lorraine, Oka-sur-le-lac, Rosemere, St-Antoine, St-Eustache, Ste-Thérèse-Ouest and Terrebonne;
 - c) the municipalities of the villages of Bois-des-Filion, Brownsburg, Carillon, Lafontaine, New Glasgow, Pointe-Calumet, St-André-Est and St-Placide;
 - d) the municipality of the parish of L'Annonciation, northern part;
 - e) the parish municipalities of Bellefeuille, St-André-d'Argenteuil, Ste-Anne-des-Plaines, St-Colomban, St-Eustache, St-Joseph-du-Lac, St-Louis-de-Terrebonne and St-Placide;
 - f) the municipality of the township of Chatham;
 - g) the municipalities of Ste-Marthe-sur-le-Lac and Ste-Sophie;
 - h) the Oka Indian reservation.
-

4.2.3 The Department of Transport

The Ministry is responsible for the administration of all airports in the area. Moreover, BANAIM (the Board which handles the development of the new Montreal International Airport), an agency of the MOT, is responsible for the use of the area expropriated for airport purposes and for the construction of Mirabel.

4.2.4 The Department of National Defence

The department is responsible for the armories and military lands located in the area. (For instance, the Ordnance and the Olympic Village project, and the sale of the Champ de Mars to the City of Montreal.)

4.2.5 The Indian and Northern Affairs Department

Owing to the fact that it is responsible for the conservation of historical sites, the department is, at times, involved in the development of the area, the Lachine Canal, for instance.

B Structures involved in urban transportation planning

This section describes the institutional structures which have been entrusted with the planning of urban transportation in the Montreal urban area. A number of the structures described in the preceding section are again involved here, as this aspect of their activities is touched upon. We will also consider some other structures which have not yet been outlined; following a general definition, we will indicate how they play a part in urban transportation planning in the area.

Where specific structures are identified, we stress the organizational means which have been placed at their disposal to enable them to discharge their duties; we also review their achievements and projects as well as their participation in the work of committees, commissions or task forces whose objectives are to coordinate their involvement in urban transportation.

The reader will note that the urban transportation planning function in the area is gradually being taken over by the higher levels of government, especially by the MUC through its transportation commission and transit board, and by the provincial government through the new department of transportation.

Local government retains responsibility for local thoroughfares, and may express its opinions with respect to the local implications of investments in road construction and others which are scheduled at the metropolitan or provincial level.

Because of the important place it occupies in the demographic, financial, economic and administrative fields, but also because it has initiated action in a number of areas of urban transportation, the City of Montreal plays a greater part than other local area governments even though it has, since the creation of the MUC, lost direct control over general urban transportation planning.

1 At the local level

1.1 City of Montreal Housing and Urban Planning Department

1.1.1 General structures

The organizational chart of the Housing and Urban Planning Department of the City of Montreal (see Part II, A, 1.3.1) shows a division with more responsibilities, in a direct way, than the department as a whole with respect to urban transportation problems. One of the duties of this division of Urban Planning has to do with providing liaison between the department and the Transit Board, the MUC Transportation Commission and the MUC Planning Department regarding transportation in the urban area and the City of Montreal; hence its participation, on behalf of the department, in the work of certain committees or task forces.

1.1.2 The committees or task forces with which the Department works

The Housing and Urban Planning Department of the City of Montreal is part of a number of committees on transportation planning. They will only be listed here, since the department is not in charge of them. They will be described in another part of this report.

Subway Steering Committee

Surface Development Committee

Station Architecture Committee

Air Rights Committee

Technical Management Group (Montreal-Mirabel).

Through these groups, the Housing and Urban Planning Department of the City of Montreal keeps in close touch

with the MUC Planning Department and its Transit Board and with the planning specialists at the Transportation Commission.

1.2 City of Montreal Traffic Department

This department is involved in transportation planning in that it handles all things pertaining to traffic. Among other things, it makes traffic and pedestrian counts to determine traffic and parking needs. It decides which streets are to be reserved for one-way traffic, takes action to prevent bottlenecks and approves the location of taxi stands and street access to driveways.

In discharging these duties, the Traffic Department keeps in daily communication with the Housing and Urban Planning Department of the City of Montreal, the MUC Planning Department, and the Transportation and Planning departments of the MUC Transportation Commission.

These are official relationships which provide an exchange of ideas.

Moreover, the Traffic Department has been and still is part of certain official committees. These will only be listed here, as they will be described in another part of this report.

Subway Steering Committee

Surface Development Committee.

1.3 Scope of City of Montreal involvement in urban transportation

Appendix 4 shows the areas of involvement as well as amounts allocated to transportation by the City of Montreal.

As mentioned before, local governments retain

jurisdiction in the area of local thoroughfares and related expenditures (item: roads) while the MUC, through its Transportation Commission and Transit Board, administers the transit networks and systems to which the City makes financial contributions (item: transit).

Since the planning of the parking system is being left to private enterprise, the parking item reflects a small amount. As noted, however, the Housing and Urban Planning Department of the City is conducting a series of surveys on the matter

2 At the metropolitan level

2.1 The MUC Transportation Commission

2.1.1 General structures

The legal status, terms of reference and general organization of the MUCTC (CTCUM) having been described in Part I (B, 2.5.3), only the organizational chart of the MUCTC will be shown here to stress the scope of the organizational means which have been placed at its disposal to discharge its duties. (See Figure 10.)

As the official transit operation organization (subway and bus systems), the MUCTC must maintain good relationships with the public as well as its maintenance personnel and its drivers, and this is attended to by the Public Relations and the Industrial Relations departments. With a budget amounting to \$112 million in 1974, the MUCTC must of course give proper attention to all budgetary items, a task assigned to the Budget Department and the Treasurer and Executive Assistant. The statement of expenditures presented in Appendix 5

shows the relative importance of the various budgetary items.

All departments in the organizational chart are involved in some capacity in transit planning within the MUC area and in Longueuil. The greater part of the following section, however, is devoted to the MUCTC Planning Department, which plays a dominant part in urban transportation planning.

2.1.2 MUCTC transportation planning structure

The MUCTC has its own Planning Department, with 38 employees and a 1974 budget of \$688,228.

The department was established February 15, 1968, on a resolution passed by the Commissioners which provided for the merger of the Traffic Surveys Department and the Research and Expansion Department. The Director is Henri Bessette.

Duties: In the short term, the department specializes in surveys aimed at improving the existing transit system; in the long term, the objective is to develop transit within the MUC.

Therefore the Planning Department (see organizational chart in Figure 11) has two interdependent divisions:

- 1) Current Surveys
- 2) Growth Surveys

a) Current Surveys

The superintendent is Basil N. Cedy. The division conducts analyses on the operation of the subway and bus systems, route improvements, the opening of new routes, passenger traffic, coordination of information, complaints, suggested changes, traffic problems, cooperation with external organizations, the location of stops and on the evaluation of shelter locations. Within the framework of its program, the division has conducted a general survey on the point of departure and the point of arrival of passengers using the

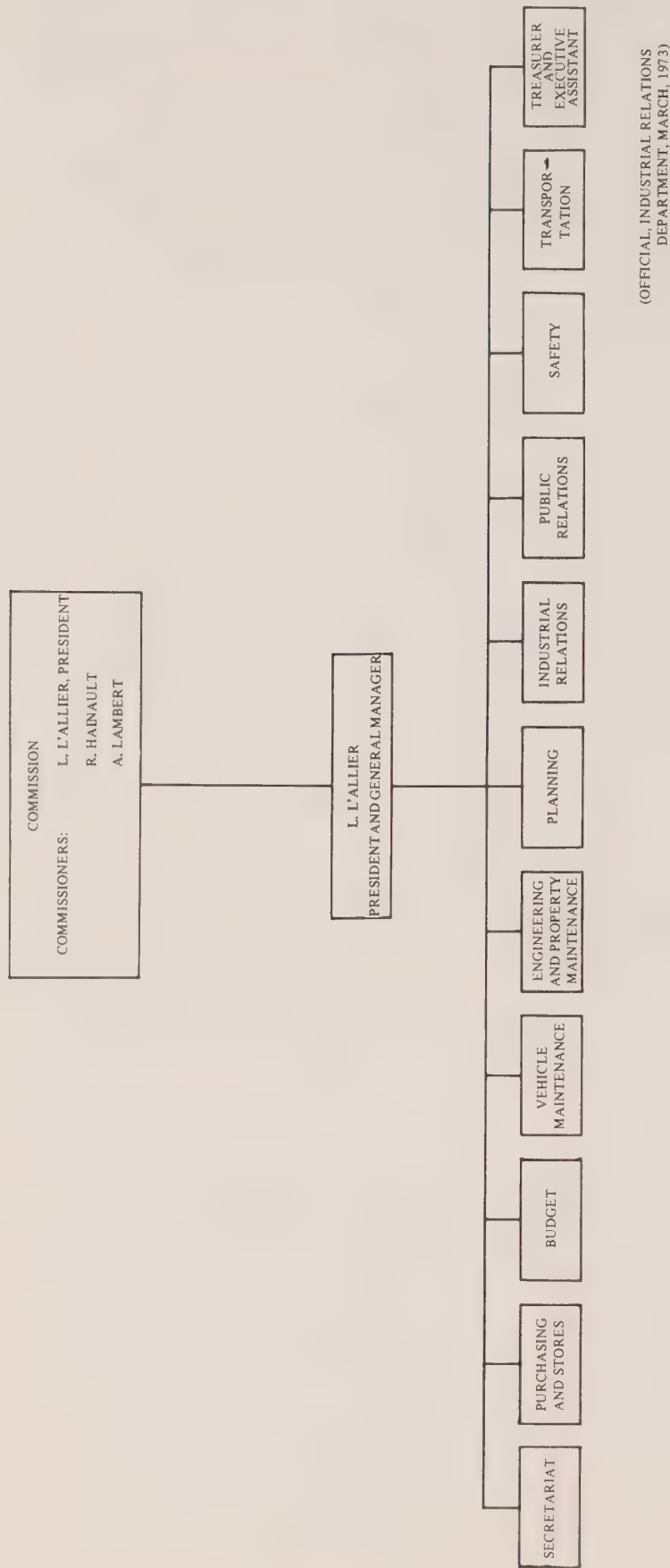
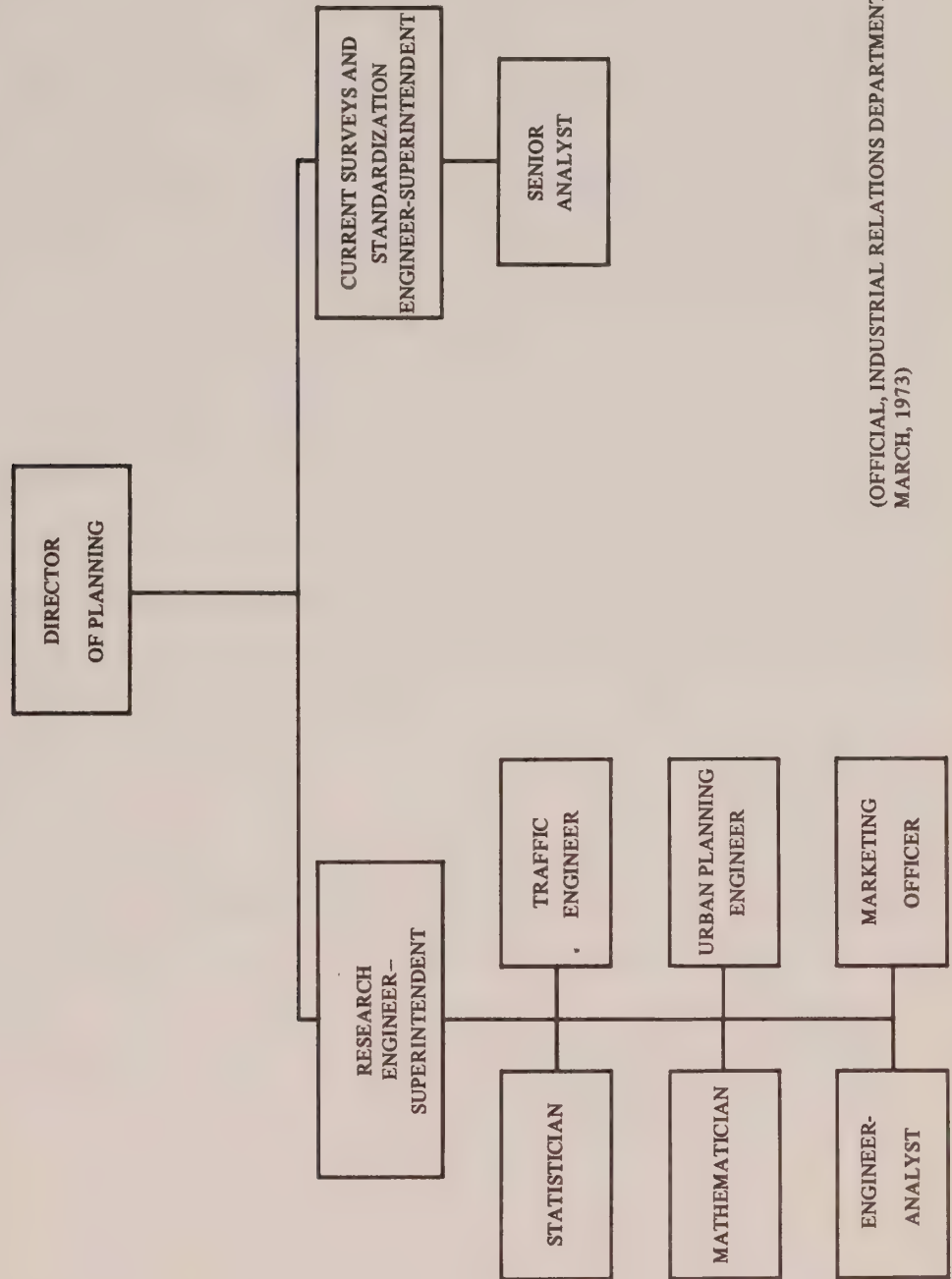


FIGURE 10
MUTC ADMINISTRATIVE STRUCTURE



MUCTC PLANNING DEPARTMENT

FIGURE 11

Commission's vehicles.

b) Growth surveys

The superintendent is Guy Lafontaine. The division's main duties are:

- 1) To develop and adopt new analysis techniques (simulation, forecasting and econometric models) and new data gathering techniques (surveys by the sampling method on point of departure and point of arrival, industrial surveys and samplings);
- 2) to analyse statistical data pertaining to operation;
- 3) to take part in carrying out extension and improvement projects;
- 4) to design and develop means with which to solve, in a practical manner, existing or future problems which may impede the efficient operation of the systems;
- 5) to draw up detailed plans for the implementation of expansion projects;
- 6) to undertake long term studies of transit planning within the MUC;
- 7) to examine and adapt to MUCTC needs such recent technological improvements as the dial-a-bus system, lanes restricted to bus traffic only, accelerated service and minimum trip routes;
- 8) using data from departure-arrival point surveys done at regular intervals, data gathered by investigators and social and economic data provided by Statistics Canada, to assess overall metropolitan road network projects in order to make sure that transit has been fully considered;
- 9) to study various solutions to technical problems;
- 10) using data from departure-arrival surveys, to observe and analyse the mobility of area populations as well as those of satellite areas in order to make travelling easier; and
- 11) to project annual passenger traffic and the number of miles to be covered by bus or subway.

2.1.3 MUCTC relationships with other organizations

Through its Planning Department, the MUCTC keeps in daily communication with the Transit Board with respect to the subway system. It should be noted that while the subway was built by the Transit Board, it is operated by the MUCTC. Also, the MUCTC keeps in touch with the MUC Planning Department with respect to the subway and the transportation aspect of the development plan; with the City of Montreal Housing and Urban Planning Department with respect to the subway, the East-West Autoroute, and the Rivière-des-Prairies land use plan; lastly, with various other municipal departments with respect to agreements providing for the opening of new bus routes or the improvement of existing routes.

Overall, these are informal relationships. Such is not the case, however, with respect to the following committees, which are described at the end of this section:

Subway Steering Committee

Surface Development Committee

Damage Committee

Land-cost Sharing Committee

Air Rights Committee

Technical Management Group (Montreal-Mirabel).

2.2 The MUC Planning Department

2.2.1 General structures

The department's organizational chart (see Part II, A, 2.1.1) has not been developed to the point where one could identify a division or section dealing mainly with urban transportation planning for the area. The responsibilities shared by the whole department in the field of urban transportation will therefore be described.

2.2.2 Achievements and work in progress

The department deals with line lay-out as well as the location and general structure of stations beyond the boundaries of the City of Montreal. The department works in cooperation with the Transit Board, the MUCTC and authorized representatives of the cities concerned.

With the Transit Board, the MUCTC Planning and Operation Department, the department has conducted an in-depth survey of the overall network which, with data from the departure-arrival survey done by the MUCTC and data pertaining to loads on existing lines, has made it possible to determine priorities for the construction of the various sections of the proposed lines, and to forecast the impact of extensions on the existing system and bus lines.

The Planning Department has conducted surveys on population distribution and drawn up an inventory of large construction projects; research was done with a view to making the right decisions on subway extensions routes.

Within the framework of this program, the department has taken part in the activities of five committees, which are described at the end of this section:

Subway Steering Committee

Surface Development Committee

Committee for the Selection of Works of Art for the Subway

Montreal Region Transportation Committee

Technical Management Group (Mirabel-Montreal).

Moreover, as noted in Part II, Section A, 2.1.2, the Planning Department submitted proposals in January, 1973 for a land use plan for the MUC area.

While the Community is not playing a dominant part in interurban transportation, specialists are suggesting a rapid transit system linking Mirabel and Montreal. In the 1980's, when the autoroute network has been completed in the MUC area, it is not recommended that anyone should yield to pressure aimed at extending the

network, which would only increase automobile traffic in the urban area. It is therefore suggested that all efforts be directed to improving existing transit by extending subway lines, by improving passenger train service lines and linking them with subway routes. Lastly, it is suggested that a network of main thoroughfares be established to make travelling easier from one point to another.

In support of these recommendations, the Hanigan Committee made the following proposals:

It recommended the creation of a Permanent Transportation Committee made up of representatives from the provincial departments of Transportation and Roads and the Quebec Planning Board and an equal number of MUC representatives.

This committee would be entrusted with the design and development of specific transportation policies for the Montreal region, and with the task of allocating responsibilities and jurisdiction as well as coordinating the activities of the various agencies responsible for transportation planning, land use planning and social and economic development in the area. The committee would also see to an optimum allocation of resources among the complementary means of transportation.

The Hanigan Committee also recommends that the Montreal Urban Community Transportation Commission be converted into a Community department and, as with other departments, come under the Community Council, thus giving back to the elected representatives responsibility for managing budgets voted by them from funds contributed by the taxpayers. This recommendation implies that the MUCTC would lose its present-special status; currently, the Community assesses municipalities for costs and operating deficits, although management of the budget and the assets remains with the Transportation Commission.

The Hanigan Committee comes to the conclusion that with the new Transportation Department's budget being

approved and controlled by Council, that is, by the Community's elected representatives, the extension of the system to the whole area would probably be expedited. The integration of the Transportation Commission within the administrative structures of the Community is seen as a political and administrative standardization measure.

2.3 The Metropolitan Transit Board (BTM)

2.3.1 General structures

The Board's organizational chart is complex (see Figure 12); a brief description follows of the part played by each division to show that none of them is singly responsible for the implementation of the overall underground transportation project within the area. Actually, it is a collective task.

The Board is headed by Director Gérard Gascon, Eng., who has two assistants, one in charge of coordination and the other, of equipment project and survey planning. There are seven divisions, each one headed by a superintendent.

The divisions are as follows:

Administration

Architecture

Construction

Rolling-stock

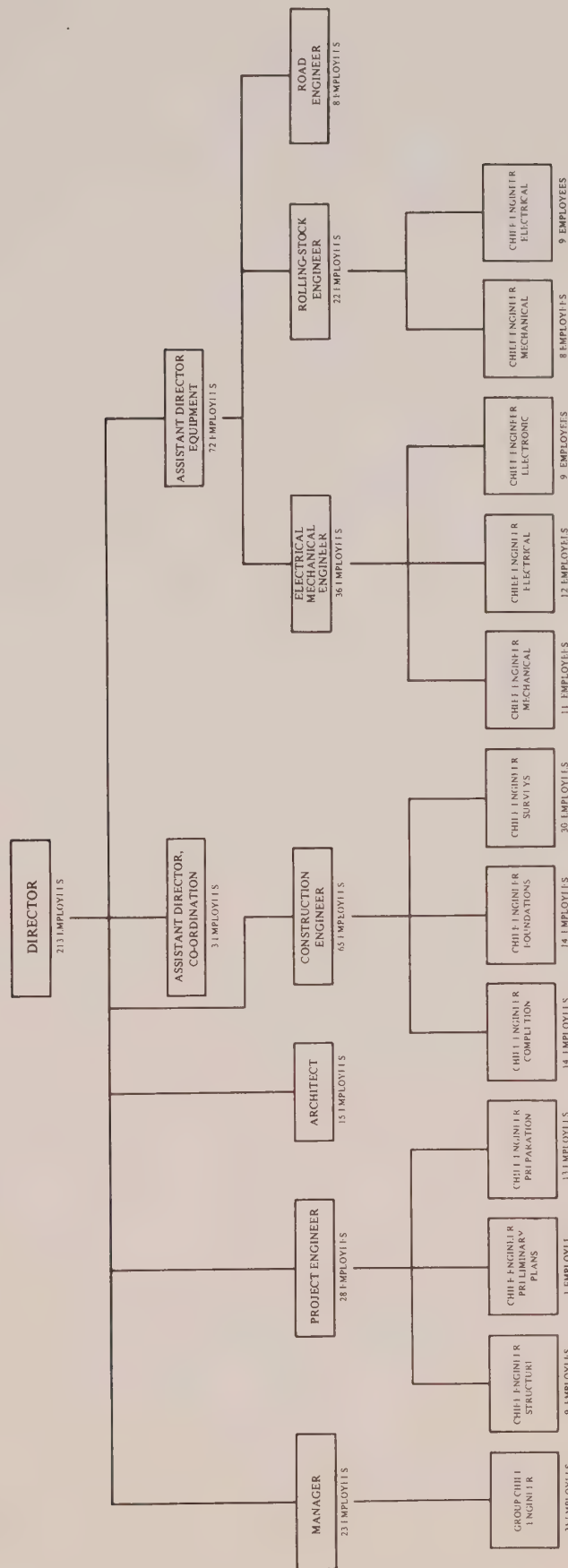
Mechanical-Electrical

Projects

Track.

The director is responsible for all department activities and for the completion of all tasks assigned to him by the Executive Committee.

The assistant director - coordination plans all operations pertaining to engineering and architecture.



(OFFICIAL, JANUARY, 1973)

FIGURE 12 METROPOLITAN TRANSIT BOARD

The assistant director - equipment plans studies and projects pertaining to equipment.

The superintendents manage their respective divisions under the authority of the director.

The Administrative Division controls appropriations, the general administration of the secretariat and its personnel, the preparation of reports and administrative documents, payments to contractors and consultants, purchasing, the coordination and preparation of tender specifications and all other administrative activities.

The Architectural Division deals with the architectural requirements of station and building construction projects and assists in the preparation of studies entrusted to consultants and the projects division.

The Construction Division is responsible for surveying operations, tunnel construction and the supervision of construction work and finishing with respect to stations, other structures and ornamental work.

The Rolling-stock Division is in charge of studies relating to and supervision of the building of vehicles and other rolling-stock, such as passenger coaches, flat cars and all other vehicles running on subway tracks.

The Mechanical-Electrical Division prepares and works out mechanical and electrical studies and projects for subway stations and the system as a whole, as well as the plans for electronic signalling and telecommunication systems and centralized control.

The Projects Division determines the economic viability of projects in the engineering field, and does all work required for the calling of tenders; it works out all calculations relating to construction of structures and alterations to public utilities, determines work alignment, and works out plans relating to standard runs as well as all related computations.

The Track Division prepares all projects relating to trackage and road-bed (tracks, guide-bars, runway all related material and equipment) , and carries out all

research required for this purpose.

Personnel: The Transit Board has about 250 employees. A number of firms of engineers, architects and surveyors as well as a firm of industrial designers take part in working out projects in cooperation with Transit Board personnel and for this purpose are retained as consultants.

2.3.2 Projects completed and work in progress

Since the establishment of the MUC, the Transit Board has been assuming sole responsibility for subway construction. Of the \$890 million voted by the MUC in 1971-72, \$430 million was ear-marked for the financing of subway extension projects approved in 1971 by the MUC. To this amount, an additional appropriation of \$190 million should be added, since it was approved in principle in August, 1973, with certain reservations; these new funds will make it possible to add eight stations and four miles of tunnelling to the extension projects approved in 1971.

Once completed, the new extensions will give the system 87 stations and 46 miles of tunnelling, for a total investment of \$620 million.

	Stations	Miles	Appropriations
Before 1971	28	13.7	-
1971 Projects	51	28.4	\$430 million
1973 Projects	8	4.0	\$190 million
Total	87	46.1	\$620 million

2.3.3 Work accomplished by the Board in cooperation with other organizations

Completions of subway extension projects requires the taking into account of a number of variables (construction and equipping of stations, tunnels and shops,

purchasing of ornamental work, purchasing and installation of fixtures and rolling-stock, expropriations, etc.). In carrying out these projects, the Board worked in cooperation with a number of coordinating committees (already mentioned elsewhere in this report):

Subway Steering Committee

Surface Development Committee

Station Architecture Committee

Subway Works of Art Committee

Land-cost Sharing Committee

Air Rights Committee

Damage Committee

A brief description of these committees follows.

2.4 Coordinating committees at the community level

2.4.1 The Subway Steering Committee

Established in 1960 and reactivated in 1972, this committee selects main subway routes within budgetary limits.

It is made up of representatives from the MUCTC Planning and Transportation departments, the MUC Planning Department and the City of Montreal Housing and Urban Planning and Traffic departments.

When the committee was active, in the early 1960's and in 1972-73, it met once a week. When this report was written, the committee had become practically inactive. All its members, however, are now part of another committee, dealing with Surface Development. If there is any problem which would have been handled by the Steering Committee, it is now discussed at meetings of the Surface Development Committee.

2.4.2 The Surface Development Committee

This committee was established at the same time as the Steering Committee and is made up of the same members. Its duties are, however, different.

The Surface Development Committee decides, within the main routes selected by the Steering Committee, where stations are to be located, the parcels of land to be expropriated, etc. In short, the committee determines the surface locations of stations and exits, what equipping there is to be done, ventilation system planning and connections with main urban traffic.

The committee, which is an advisory body of the MUC Executive Committee, meets regularly once a week. The Housing and Urban Planning Department of the City of Montreal makes recommendations to the committee with respect to stations located in Montreal while the MUC Planning Department makes recommendations with respect to stations located beyond the city boundaries. The Metropolitan Transit Board receives the committee's reports and sends them to the MUC Executive Committee.

2.4.3 Station Architecture Committee

This body, which was established at the same time as the Steering and Surface Development committees, meets once a month. It is made up of one representative from each one of the following organizations: MUC Transit Board, MUC Planning Department and City of Montreal Housing and Urban Planning Department.

The committee coordinates the work of the architects who are responsible for the construction of the various stations. While variety in station design is a prime objective, a certain pattern has to be followed, and the committee seeks to preserve the subway's unique characteristics.

The committee reports to the Surface Development

Committee; the latter, in turn, reports to the MUC Executive Committee, where final decisions are made.

2.4.4 Committee for the Selection of Works of Art for the Subway

This committee is made up of one representative from the MUC Transit Board (Mr. Gascon or Mr. Dumontier) and one representative from the MUC Planning Department (Mr. Desautels).

They meet from time to time.

The committee selects the artists who are to be commissioned and approves the works of art to be placed or built in the subway stations.

The committee reports to the MUC Executive Committee.

2.4.5 Damage Committee

This committee was established when the subway began operation in 1966.

It is composed of representatives from the MUCTC (Transportation and Maintenance departments) and the Transit Board.

Members meet once a week to examine operating problems and mechanical breakdowns.

2.4.6 The Land-cost Sharing Committee

This committee was established at the same time as the MUC in January, 1970.

It should be noted that the existing subway lines were built by the City of Montreal and that funds were borrowed for that purpose by the City. With the establishment of the MUC, the subway was turned over to the MUCTC. The committee was established to review

all land which the subway crosses and determines who should pay for such rights of way, the City of Montreal or the MUC.

The committee meets regularly every two weeks.

It is made up of representatives from the MUCTC Maintenance Department, the City of Montreal Department of Municipal Buildings and the Transit Board.

2.4.7 Air Rights Committee

This committee, established in 1972, is made up of representatives from the departments of Municipal Buildings, and Housing and Urban Planning of the City of Montreal, the Transit Board and the MUCTC Engineering and Maintenance departments.

It meets regularly every month to consider the possibility of linking certain large buildings with the subway system. Tenders are called for this purpose.

This committee was established to make it easier for interested parties to have projects approved; previously, building owners who wanted to be on the subway line had to go through a maze of departments and officials in order to submit their proposals.

3 At the provincial level

3.1 The Department of Transport

3.1.1 General structures

The Department of Transport was reorganized in 1973 when the Transportation Act (c. 55, 1972 Quebec Statutes, former Bill 221) came into effect.

This Act had three main effects:

- a) It merged the former departments of Roads and Transportation into one department;
- b) it converted the former Transportation Authority into a Quebec Transportation Commission which was granted additional powers to control and regulate transportation;
- c) it amended several laws governing transportation in Quebec municipalities;

For instance,

Articles 80 and 81 amend Article 429 of the Cities and Towns Act (Revised Statutes, 1964, c. 193) to make transportation regulations subject to the Minister's approval;

Articles 132 to 137 amend Articles 112, 298, 312, 313, 317 and 318 of the Montreal Urban Community Act (c. 84 of the 1969 Quebec Statutes) to bring the MUC and the MUCTC under the control of the Department of Transport and the Transportation Commission;

Article 144 makes similar amendments to the Municipal Code;

Articles 142 and 148 make similar amendments to the City of Montreal Charter (1959/60. c. 102 of the Quebec Statutes).

The Act broadens the Department of Transport's terms of reference by making it mandatory to consider all existing transportation systems in Quebec as a whole. (See Appendix 6 listing the department's new powers.)

The department now has a new structure comprising four directorates, with an assistant deputy minister being responsible for each one of these directorates. (Figure 13 shows the department's organizational chart.)

They are:

The Transportation Systems Directorate

The Roads Directorate

The Automotive Vehicles Directorate

The Administration Directorate

3.1.2 Structures involved in urban transportation planning, in the Montreal area among others

Transportation systems

This new directorate comes under assistant deputy-minister Jacques L. Charland. Its objectives are to formulate an overall policy and plan for surface, water and air transportation within the framework of the constitutional jurisdiction of the Province of Quebec. Its action is therefore directed towards the planning and integration of all transportation systems and it is mainly active in the formulation of policies, legislation, regulations and standards governing services, means of transportation and users. It brings together, in a combined unit dealing with planning studies, the following branches:

sea and air transportation

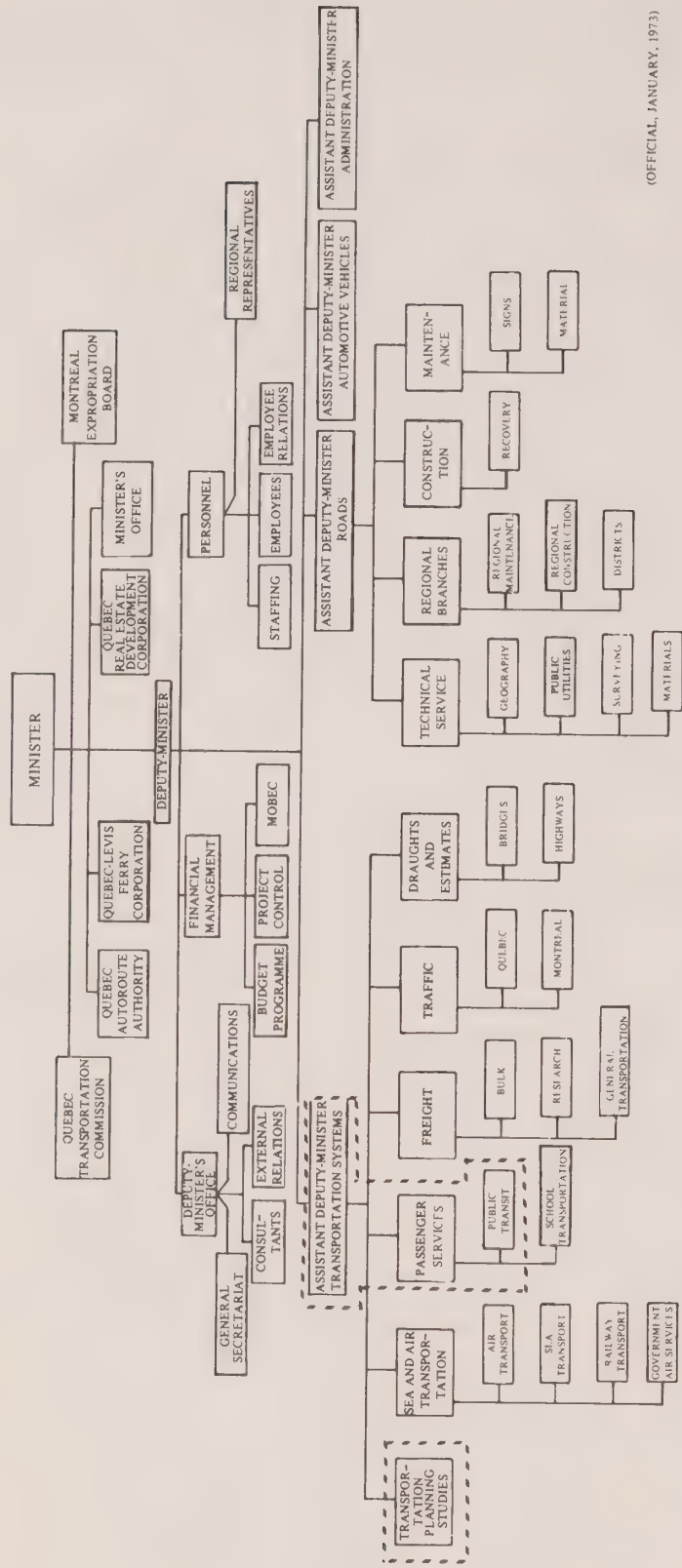
personal transportation

freight

traffic, plans and estimates.

All these structures intervene in urban transportation planning, but it is worthwhile to note the important part which could be played by the Planning Studies Department (which is being established, headed by René Vincent), the directorate of passenger transportation, which includes a mass transit department, as well as a school transportation department, and the traffic directorate, which includes a department for the Quebec region and one for the Montreal region. The last two directorates are headed by Louis Lachapelle and Robert Grégoire, respectively.

In accordance with the new departmental policies, these directorates are broadening their field of activity beyond the mere construction of roads and highways. Thus they are looking into extra-territorial problems in relation to existing Transportation Commissions; for instance, the extension of the subway system to the City of Laval. They are also conducting surveys



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FIGURE 13 QUEBEC DEPARTMENT OF TRANSPORT - ADMINISTRATIVE ORGANIZATION

which will eventually cover the whole Montreal region; the problem of linking up Mirabel with Montreal has already formed the subject of a study, the results of which were to be published in March, 1974 (this study will be analysed in the following pages), and a similar survey of the Montreal South Shore (the area from Valleyfield to Sorel via St-Hyacinthe) will soon be launched. As for the Island of Montreal itself, it seems that the MUCTC and the Transit Board are in a position to undertake the necessary studies.

These three planning dimensions will have to be coordinated and integrated with the policy discussions which have been initiated at the provincial level, and which would provide for government assistance in the mass transit area to all municipalities with over 25,000 inhabitants.

Directorate of Roads and Highways : This directorate handles all programs related to the construction and maintenance of roads and highways. It has 12 area divisions ("regional branches") and three central branches:

Technical services

Maintenance

Construction.

The directorate is carrying out programs in three districts within the Montreal urban area:

1) On the South Shore

Work has begun on the construction of the "Steel" Autoroute between Montreal and Sorel.

For 1971-72, the budget for the district located to the south of Montreal amounted to more than \$17 million.

2) Montreal district

This includes the counties located on the Island of Montreal, on Ile-Jésus and in Vaudreuil-Soulanges.

The most important projects are as follows:

- work is continuing on the "Ville-Marie" Autoroute; the East-West artery completes the primary autoroute network around the Island of Montreal which includes

the Montée St-Léonard, the Metropolitan Boulevard and the Décarie Autoroute. Once completed, the Ville-Marie Autoroute will have cost about \$250 million.

- work is continuing on the Papineau Autoroute (19) connecting the eastern part of Montreal with St-Jérôme. This new autoroute will provide direct access to the new airport for people coming from downtown or the eastern section of the Island;
- work is beginning on the Chomedey Autoroute (13). Once completed, this autoroute will serve the main objective of providing, from the southern part of the Island of Montreal, direct and rapid access to the new Ste-Scholastique Airport via Dorval Airport;
- work is beginning on the Laval Autoroute (440). Once completed, this autoroute will serve to link up all components of the area network, providing inter-connections between the Chomedey, Laurentian, Papineau and St-Léonard autoroutes.

For 1971-72, the highway construction budget for the Montreal district totalled 66.5 million.

3) The northern part of Montreal

Construction of the new Ste-Scholastique Airport requires large investments in the highway network:

completion of the Thousand-Island Autoroute (640);

lighting of Autoroute 15;

work is beginning on Autoroute 50 which, once completed, will connect Hull with Joliette via Lachute. From the start, it will serve the areas south of Rivière-du-Nord while linking up Joliette, St-Jérôme and Lachute via the International Airport.

For 1971-72, the northern district's budget totalled \$38.8 million. A large part of this amount is provided under the Canada-Quebec agreement concerning the special areas (see Appendix 3, St.-Scholastique special area projects).

3.1.3 Connecting Mirabel with Montreal

The decision to establish a new international airport to the north of Montreal has resulted in the three levels of government setting up a series of institutional structures capable of exerting a dominant influence in the relatively long term on the planning of urban transportation in the Montreal area.

While an exhaustive analysis of these structures will not be presented, a brief outline of each one of the committees will be given, stressing whatever interaction there is between them.

a) Montreal Region Transportation Committee (CTRM)
This committee is made up of the deputy-ministers of the Quebec Department of Transport, the Quebec Department of Industry and Commerce, of representatives from SATRA and OPDQ and the director of the MUC Planning Department.

Established in June, 1972, the committee's first terms of reference were to launch a survey of airport and regional mass transit needs (ETCAR) for the purpose of connecting Mirabel with Montreal. Later on, the provincial government entrusted the committee with the coordination of transportation policies in the Montreal urban area.

The committee is a decision-making body reporting to the Economic Affairs Departmental Group.

b) Steering Committee of the Montreal Region Transportation Committee

This is an enlarged committee of the CTRM, including members of the CTRM, and representatives from BANAIM, DREE and the MUC Planning Department.

Its specific duties are to coordinate ETCAR. It is a decision-making body which will cease to exist when the survey has been completed.

c) Technical Management Group (Montreal-Mirabel)

This subcommittee, established in July, 1972, brings together representatives from 34 public and private

organizations involved in transportation. It is an advisory, not a decision-making body. It examines the technical results of the survey.

d) ETCAR (Survey of Airport and Regional Mass Transit Needs

This committee, established in January, 1973, looks into the feasibility of building a transit system between Montreal and Mirabel.

Some 20 professional people and technicians are working on this study. A report, completed in January, 1974, has been submitted to the Montreal Region Transportation Committee, to be forwarded to the Economic Affairs Departmental Group.

4 At the federal level

The federal government is constantly involved in urban transportation through DREE, the Ministry of Transport, CN (a Crown corporation) and CP (a private company).

This involvement, in certain cases, takes the form of a participation in the financing of certain projects such as highway construction in the Ste-Scholastique special area, the survey on the Mirabel-Montreal link-up (the federal government contributed \$300,000 and the provincial government \$400,000), and construction of the sections of the Trans-Canada Highway which go through the area (including the Décarie Autoroute and the Louis-Hippolyte-Lafontaine Tunnel and Bridge complex). It may also take the form of a contribution to working committees such as the Steering Committee and the Technical Management Group.

Mention has already been made of increased federal government involvement in urban transportation within the area and in discussions concerning the integration of the various means of transportation in the whole urban area.

Conclusion

The twofold objective of this monograph seems to have been reached. The first part deals with the political and administrative structures of the City of Montreal and the Montreal Urban Community. The second part deals with the involvement of these structures and additional organizations in two aspects of urban development: urban land use and urban transportation planning.

The emphasis given to the City of Montreal and the Montreal Urban Community is a result of the important part which these two political and administrative entities play in Quebec and in Canada, in the demographic, economic, political and cultural areas. A brief look at the areas beyond their boundaries shows that there are, close by, other important centres of activity such as the City of Laval, the Mirabel Airport area and the South Shore.

Within the framework of a limited definition of urban development, certain features of the structures identified in the first part of our monograph have been described. In so doing, we have included the institutional contributions made by the higher levels of government. The parts played by each one have been described, with emphasis - within limits of this descriptive approach - on the relationships among the various municipal, metropolitan, provincial and federal structures in the areas of urban land use and urban transportation planning.

Because the urban and metropolitan milieu is in a state of constant change, it would not be surprising if the outlines presented in this monograph were obsolete in the not-too-distant future. This applies to the political and administrative structures of the City of Montreal and the Montreal Urban Community, and should prove even more applicable to urban land use and urban transportation planning.

Appendix 1 Expenditures for area land use planning
and development, 1973-74 - City of Montreal

Non-recoverable expenditures

Land use planning:

Administration	475,900
Research and planning	857,800
Public property	<u>905,300</u>
	2,239,000

Area development:

Administration	598,700
Public utilities	10,807,900
Urban renewal	85,600
Ornamentation, decoration and other improvements	<u>1,374,700</u>

12,866,900

Housing:

Housing program	1,233,100
Housing Code	<u>1,541,700</u>
	2,774,800

Promotional activities on behalf of the City:

Administration	91,400
Promotion	328,500
Tourism	74,300
Conventions and delegations	<u>7,900</u>
	502,100

Total: Area land use planning and development	<u>18,382,800</u>
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Detailed explanations of area urban land use planning
and development, 1973-74

Function: Area planning and development

Objective: To foster the efficient economic and physical
development of the City

Outline: To provide for the efficient physical development
of the City by formulating, planning, coordinating
and carrying out policies with respect to land use,
urban planning and housing, and to foster the City's
economic growth through promotion and tourism.

	Total	Recoverable	Non-recoverable
Land use planning	2,239,000	-	2,239,000
Development	13,741,900	875,000	12,866,900
Housing	3,067,800	293,000	2,774,800
Promotional activities	502,100	-	502,100
Total	19,550,800	1,168,000	18,382,800

Function: Area planning and development

Program: Urban land use planning

Objective: To foster the efficient physical development of the City and the efficient use of land and public property.

Outline: To work out, in cooperation with interested parties, land use plans which take into account the features and the needs of the area concerned, with a view to submitting recommendations for the municipal administration's approval

	Total	Recoverable	Non-recoverable
Administration	475,900	-	475,900
Research and planning	857,800	-	857,800
Public property	905,300	-	905,300
Total	2,239,000	-	2,239,000

Function: Area planning and development

Program: Area development

Objective: To preserve, improve and promote the quality of the urban environment.

Outline: To recommend the construction of community services and the adoption of measures providing for the preservation and improvement of the city's heritage; to suggest means by which to fight pollution in all forms.

	Total	Recoverable	Non-recoverable
Administration	925,700	327,000	598,700
Public utilities	11,257,900	450,000	10,807,900
Urban renewal	163,600	78,000	85,600
Ornamentation, decoration and other improvements	1,394,700	20,000	1,374,700
Total	13,741,900	875,000	12,866,900

Function: Area planning and development

Program: Housing

Objective: To coordinate and implement government policies in the field of housing

Outline: Under the Quebec Housing Corporation Act, the program provides for the construction of low-cost housing, with the Montreal Municipal Housing Authority being responsible for the implementation and management of projects. Moreover, the implementation of the Housing Code aims at improving housing conditions, with owners being eligible for demolition, renovation or rebuilding subsidies.

	Total	Recoverable	Non-recoverable
Housing program	1,526,100	293,000	1,233,100
Housing Code	1,541,700	-	1,541,700
Total	3,067,800	293,000	2,774,800

Function: Area planning and development

Program: Promotional activities on behalf of the City

Objective: To enhance the City's image in all its aspects

Outline: To plan, coordinate and implement municipal policies with respect to publicity, public relations and tourism.

	Total	Recoverable	Non-recoverable
Administration	91,400	-	91,400
Promotion	328,500	-	328,500
Tourism	74,300	-	74,300
Conventions and delegations	7,900	-	7,900
Total	502,100	-	502,100

Appendix 2 Draft Bill relating to Urban Planning and
Development - City of Montreal

I At the provincial level

An interdepartmental commission on land use is created within the OPDQ (Quebec Planning and Development Board). The commission's role is to coordinate the activities of the various departments involved in land use planning and advise the Government with respect to approval of regional and local plans.

The commission is made up of the following:

OPDQ Executive Director who is the Chairman

MAM representative who is the Vice-chairman

Urban Planning Director - appointed by the Lieutenant-Governor

Other government officials - appointed by the Lieutenant-Governor.

II At the regional level

The regional plan must include:

- a) an inventory of the region's human, physical, and economic resources;
- b) the region's social and economic development objectives and priorities in the short and the long term;
- c) the main uses to which the land lends itself, and general guidelines to be applied in determining best land use;
- d) proposed location of main arteries, and overall infrastructure and service plan;
- e) the program to be followed in the next few years in carrying out projects relating to main arteries, infrastructure and services;
- f) the program and resources recommended to provide for the development of interurban or interregional transportation, for the development of natural resources, and for the preservation of the environment and the historical and architectural heritage of the region or the sites that are peculiar to that region.

The OPDQ is responsible for the preparation of regional plans, for the 10 administrative regions in Quebec.

Appendix 2 (continued)

III At the district level

- 1) The Minister may order that several municipalities be merged for the purpose of drawing up an official area plan.
- 2) The new district or existing urban community must establish a district land use commission.
- 3) This commission is to be made up of one representative from each one of the district municipalities and one representative appointed by MAM (Municipal Affairs) and the OPDQ respectively (who may not vote, however). The commission's role will be to advise the district municipality (where municipalities have been merged for land use purposes) or the urban community with respect to the district land use plan for which they (the district municipality or the urban community) are responsible. Its role will also be to keep the public informed throughout the various stages of plan preparation, and to receive citizens' comments and suggestions.
- 4) Official district plans must be approved by the Minister of Municipal Affairs; they will be in effect for five years and may be amended at any time.

IV At the local level

After the district land use plan has been approved, the municipalities designated by the Minister must adopt an urban planning program. These municipalities must also establish an Urban Planning Commission, made up of members selected among council members, municipal officials and local taxpayers.

While the plan is being drawn up, the Minister may freeze all construction, rebuilding, conversion, demolition, extension or renovation on any building - new, existing or to be used for other purposes - in any part of the area included in the plan.

Any municipality which is a member of a community or new district made up of merged municipalities must draw up, under by-law, a zoning plan for its area.

Appendix 2 (continued)

The Urban Planning Director may accept or reject such zoning plans; the municipality concerned, any property-owner or area resident may appeal against his decision to the Municipal Commission, which may have it confirmed, amended or annulled, and whose decision is final.

Any municipality may pass by-laws to set building standards within its area, to institute subdivision regulations and to determine the location of streets, and public squares. With respect to construction standards, the Lieutenant-Governor-in-Council may prescribe, in the form of a Building Code, construction regulations applying to all Quebec municipalities.

Once its master plan has come into effect, any municipality may enter into an agreement with any individual or group of individuals for the specific development of any part of its area.

Appendix 3 Projects Financed by Canada and Implemented by Quebec
 - Special New Montreal Airport Area \$'000

Brief Description of Project	Estimated Total Cost*	Cost Break-Down				Outlays 1971/72	Other
		Canada					
		DREE					
		Grant	Loan	Grant/loan ratio			
Industrial development							
Location study and airport industrial park design	60	0	-	100/0		60	-
Study of touristic facility design on airport site	91		-	100/0		91	-
Organizational planning of regional urban environment							
Enlarging the St-Jérôme water filtration plant	969	969	-	100/0		969	-
Increase in unfiltered water supply capacity at Lachute	683	683	-	100/0		683	-
Preservation and development of land-water-forest resources							
Renovating Oka Park	783	783	-	100/0		783	-
Inventory of historical sites	29	29	-	100/0		29	
Rivière-du-Nord survey	266	266	-	100/0		266	
Geoscientific survey (studies and hiring of personnel)	273	273	-	100/0		273	-

Appendix 3 (continued) Projects Financed by Canada and Implemented by Quebec
 - Special New Montreal Airport Area \$'000

Brief description of Project	Estimated Total Cost	Cost Break-Down				Outlays 1971/72	Other
		Canada					
		Grant	Loan	Grant/loan ratio			
Regional road network and proper access to and from airport							
Lighting of Route A-15	1,576	1,576	-	100/0	1,576	-	
Widening Route 117	4,990	4,990	-	100/0	4,990	-	
Widening Route (41) 158, from Argenteuil to Route A-15 (Village of St. Canut excluded)	1,079	1,079	-	100/0	1,079	-	
Autoroute 640, from Route A-15 to Route 65	4,762	4,762	-	100/0	4,762	-	
Repairing Route 8	800	800	-	100/0	800	-	
New policies - Management of public affairs							
Drawing up new valuation roll	100	100	-	100/0	100	-	
Airport area official plan	453	453	-	100/0	453	-	
Upgrading cadastral registry - airport area	813	813	-	100/0	813	-	

Water main - Lachute downtown area	352	352	-	100/0	100	-
Survey on point of departure (origin) and point of arrival (destination)	132	132	-	100/0	132	-
Drawing up master plan for water and sewer systems in airport area	250	250	-	100/0	250	-
Municipal services - Lachute industrial park	257	257	-	100/0	257	-
Autoroute 640, from Route 65 to Route A-25 (construction of 2nd roadway)	1,045	1,045	-	100/0	1,045	-
Regional incinerator Two-Mountains-South	242	242	-	100/0	242	-
	20,000	-	-	20,000	-	-

Source: Canada-Quebec agreement governing special areas, 1970-73, Department of Regional Economic Expansion, Canada.

* Estimated total cost includes eligible costs as defined in Article 6 (1) a) plus 10 per cent as defined in Article 6 (1) b); does not include land acquisition, except as provided.

Appendix 4 1973-74 Budget transportation expenditures -
City of Montreal

Non-recoverable expenditures

Roads

Administration	5,204,900
Streets and sidewalks	1,400,300
Cleaning	2,805,400
Snow and ice control	16,090,500
Drainage	517,500
Lighting	2,601,900
Bridges, tunnels and related structures	<u>108,300</u>
	28,728,800

Traffic-related services

Administration	126,500
Surveys and counts	151,100
Road safety	127,600
Road signs and lights, and regulation	<u>1,977,400</u>
	2,382,600

Parking

Administration	36,200
Surveys and counts	6,700
Lots and parking	91,000
Parking meters	<u>-</u>
	133,900

Mass Transit

Urban travelling	5,680,200
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Total - Transportation 36,925,500

Appendix 4 (continued)

Detailed explanation of transportation expenditures

Function: Transportation

Objective: To provide for means of public transportation and thoroughfares as required for safe, efficient and economical travelling

Outline: The City of Montreal provides, within its area, transportation services and thoroughfares, with the exception of the transit facilities which come under the MUCTC and the traffic arteries which are under provincial or federal governments.

	Total	Recoverable	Non-recoverable
Roads	29,897,800	1,169,000	28,728,800
Traffic-related services	2,545,500	162,900	2,382,800
Parking	2,437,900	2,304,000	133,900
Mass Transit	5,680,200	-	5,680,200
Total: Transportation	40,561,400	3,635,900	36,925,500

Function: Transportation

Program: Roads

Objective: To promote the safe and rapid movement of people and freight by providing well-maintained and well-lighted traffic arteries.

Outline: The City of Montreal maintains, repairs and cleans roadways, sidewalks, streets and lanes, storm sewers and lighting systems along traffic arteries within its area, with the exception of autoroutes and special areas (such as the Montreal Harbour) which do not come under municipal jurisdiction. In the winter, the City spreads salt and sand on streets and clears, removes and disposes of snow. For snow removal, the City calls upon private contractors to handle about 50 per cent of the operations. Bridges, tunnels, ramps, stairways and guard-rails under municipal jurisdiction are maintained by the city.

Appendix 4 (continued)

	Total	Recoverable	Non-recoverable
Administration	6,193,900	989,000	5,204,900
Streets and sidewalks	1,400,300	-	1,400,300
Cleaning	2,805,400	-	2,805,400
Snow and ice control	16,120,500	30,000	16,090,500
Drainage	517,500	-	517,500
Lighting	2,731,900	130,000	2,601,900
Bridges, tunnels and related structures	128,300	20,000	108,300
Total: Roads	29,897,800	1,169,000	28,728,800

Function: Transportation

Program: Traffic-related services

Objective: To promote the safe and rapid movement of people and freight.

Outline: This program includes operations dealing with planning, geometry and operation of thoroughfares as well as relationships between the various means of transportation.

	Total	Recoverable	Non-recoverable
Administration	127,700	1,200	126,500
Surveys and counts	151,100	-	151,100
Road safety	283,300	155,700	127,600
Traffic signs and lights and regulation	1,983,400	6,000	1,977,400
Total traffic- related services	2,545,500	162,900	2,382,600

Function: Transportation

Program: Parking

Objective: To provide drivers with adequate parking space

Outline: This program includes planning, construction and management of parking space owned by the City or

reserved for its use, and the enforcement of regulations applicable to parking facilities owned by private enterprise.

	Total	Recoverable	Non-recoverable
Administration	36,200	-	36,200
Surveys and counts	6,700	-	6,700
Parking lots	2,380,600	2,289,600	91,000
Parking meters	14,400	14,400	-
Total - Parking	2,437,900	2,304,000	133,900

Function: Transportation

Program: Mass transit

Objective: To provide public means of transportation for efficient, safe and economical travelling.

Outline: The City does not operate a public transportation system. It makes a financial contribution to the MUCTC transit system which operates the subway and the main bus service in the Montreal area.

	Total	Recoverable	Non-recoverable
Urban transportation	5,680,200	-	5,680,200
Total: Mass transit	5,680,200	-	5,680,200

Appendix 5 MUCTC

Expenditures

1) Transportation Department

Estimated:	1974 -	\$52,412,257
Estimated:	1973 -	\$43,225,794
Actual:	1972 -	\$41,804,257

2) Vehicle Maintenance Department

Estimated:	1974 -	\$21,891,179
Estimated:	1973 -	\$19,154,723
Actual:	1972 -	\$17,340,203

3) Engineering and Property Maintenance Department

Estimated:	1974 -	\$13,891,487
Estimated:	1973	\$12,152,153
Actual:	1972	\$10,451,593

4) Treasurer

Estimated:	1974	\$ 2,110,947
Estimated:	1973	\$ 1,972,802
Actual:	1972	\$ 1,743,871

5) Secretariat

Estimated:	1974	\$ 2,058,664
Estimated:	1973	\$ 2,047,949
Actual:	1972	\$ 1,857,931

6) Industrial Relations Department

Estimated:	1974	\$ 1,083,840
Estimated:	1973	\$ 927,418
Actual:	1972	\$ 670,846

7) Safety Department

Estimated:	1974	\$ 1,523,562
Estimated:	1973	\$ 1,302,789
Actual:	1972	\$ 1,142,164

8) Purchasing and Stores

Estimated:	1974	\$ 647,179
Estimated:	1973	\$ 586,325
Actual:	1972	\$ 494,923

9) Planning Department

Estimated:	1974	\$ 688,228
Estimated:	1973	\$ 563,555
Actual:	1972	\$ 403,552

Appendix 5 (continued)

10) Publicity and Public Relations Department

Estimated:	1974 - \$	523,290
Estimated:	1973 - \$	495,788
Actual:	1972 - \$	385,830

11) Budget Department

Estimated:	1974 - \$	95,704
Estimated:	1973 - \$	106,147
Actual:	1972 - \$	44,822

General administration

Estimated:	1974 - \$	537,429
Estimated:	1973 - \$	476,211
Actual:	1972 - \$	363,768

Taxes and permits

Estimated:	1974 - \$	3,636,300
Estimated:	1973 - \$	3,483,367
Actual:	1972 - \$	3,332,531

Interest and amortization

Estimated:	1974 - \$	10,497,000
Estimated:	1973 - \$	8,587,771
Actual:	1972 - \$	7,019,467

Equipment purchasing and improvement

Estimated:	1974 - \$	350,000
Estimated:	1973 - \$	350,000
Actual:	1972 - \$	238,810

Total 1972: Actual	\$87,294,568
1973: estimated	\$97,612,792
1974: estimated	\$112,047,066

Appendix 6 Powers of the Department of Transport
(C. 55, Quebec Statutes, 1972)

Powers and regulation

Duties of the Minister: The Minister shall draw up a plan of the transportation systems in Quebec, list their costs, rates and fares, and subject to the approval of the Lieutenant-Governor-in-Council, take steps to improve them through coordination and integration.

Grants and subsidies: The Minister may award grants or subsidies for transportation purposes, more particularly for the transportation of schoolchildren or any other person attending school and in such cases, take all steps required to implement the pedagogical policies set by the Education Minister.

Regulation: In addition to the other regulating powers granted to him under this Act, the Lieutenant-Governor-in-Council may, by order:

- a) set the standards, conditions or procedures and methods applicable to the construction, use, care, maintenance, ownership or possession of any means or system of transportation designated by him;
- b) determine the nature, classes or minimum and maximum number of transportation permits;
- c) determine the annual fees or otherwise, payable for delivering permits as well as any deposits which may be required;
- d) give force of law to fares, rates or costs applicable to transportation;
- e) decree the regulations and internal procedure which the Commission shall follow after consulting the latter;
- f) change the administrative divisions of the Commission or assign to a division a new transportation class;
- g) determine the schedules of expenses to be paid in any matter brought before the Commission or the Transportation Court;
- h) determine requirements applicable to estimates, tenders, contracts, equipment, financing or management

Appendix 6 (continued)

of transportation systems or means as well as to the creation or alteration of routes or circuits; take steps to meet pedagogical and economic objectives relating to the transportation of students; decree safety standards; provide for specific requirements where grants may be awarded under this Act;

i) determine weights and measures and other standards applicable to any transportation system and to anything which is transported;

j) subject to the provisions of Paragraph k, authorize the Minister to pay carriers operating taxicabs, who are holders of permits delivered under a municipal by-law before this Act came into effect, a compensating amount in the sum determined by the Commission, in cases where after such carriers have been heard, the Commission rejects their requests for similar taxicab permits on the sole grounds that the maximum number of such permits is limited under regulations adopted under this Act;

k) determine the terms and conditions governing the fixing, by the Commission, of the compensating amount mentioned in Paragraph j as well as the maximum payable for such purposes;

l) take any other steps required to implement the provisions of this Act.

List of documents

A Montreal Urban Community

- 1 MUC Council procedure, 1970
- 2 MUC Annual Report, 1972
- 3 Land use proposals, Planning Department, 1973
- 4 Data relating to municipalities of the MUC, Union of Quebec Municipalities, 1972-73
- 5 Esquisse 72 - first step in working out a Community Official Plan, Planning Department, 1972
- 6 MUCTC Annual Report, 1972
- 7 MUCTC Revenue and Expenditures, 1974
- 8 Analysis of MUCTC 1974 budget
- 9 MUC budget, 1973
- 10 MUC budget, 1974
- 11 Subway extension, Metropolitan Transit Board, Bulletin No. 9, October, 1973
- 12 Several MUCTC booklets

B City of Montreal

- 1 Montreal Municipal Council procedure, 1963
- 2 City of Montreal budget, 1973-74, Secretariat
- 3 The Montreal Subway, Words and Pictures, Dominique Beaudin, Les Editions de l'Action Nationale, Montreal, 1966
- 4 Sorting out rejected votes, Municipal Election, 25-10-70, Léo Lemay
- 5 Annual Report, 1968, Permits and Inspection Department
- 6 Urban Planning Department Charter, 1964
- 7 Revision of electoral map - reshaping ridings (Reports and maps) Léo Lemay, 1973
- 8 Budget-program, 1973-74
- 9 Electoral System Revision Project, January, 1973

- 10 Horizon 2000, Montreal, Urban Planning Department, September 1971
- 11 The City of Montreal's administrative system, Vincent Chené, March, 1969

C Government of Quebec

- 1 Quebec Highways in 1972, Annual Report of the Roads Department
- 2 Final Report of MUC Survey Committee, Department of Municipal Affairs, 1973, Vols. I and II
- 3 Quebec Year Book, 1971
- 4 Directory of municipalities and school boards, Quebec Bureau of Statistics, 1973
- 5 Industrial Parks in the Montreal Area. Government of Quebec. Department of Industry and Commerce. Normand Labossière and Jean-Paul Ladouceur.
- 6 "L'Equipe," Department of Transport, Public Works and Supplies, Vol. 3, No. 7, December 1973
- 7 Annual Report, Department of Municipal Affairs, 1967-68; 68-69; 69-70; 70-71; 71-72. Department of Municipal Affairs
- 8 Annual Report, Quebec Housing Corporation, 1967-68; 1968-69; Department of Municipal Affairs
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- 10 List of D.M.A. publications
- 11 OPDQ Report, 1971-72
- 12 Annual Report, Quebec Water Authority, 1971
- 13 Administrative structure, Department of Transport, 1973
- 14 Annual Report, Department of Public Works, 1971-72

D Government of Canada

- 1 Geography, areas and statistical unit densities, Canada Census, 1971, catalogue 98-701. Statistics Canada

- 2 Population, census divisions and subdivisions (Quebec). Canada Census, 1971. Cat. 90-705, Statistics Canada
- 3 Canada-Quebec Agreement concerning special areas, 1970-73, Government of Canada and Government of Quebec
- 4 Annual Report, Central Mortgage and Housing Corporation, 1972

E Legislation

- 1 City of Montreal Charter
- 2 An Act amending the MUC Act, c. 93, Quebec Statutes, 23-12-71 and creating the MUC Police Department
- 3 Draft Bill relating to Urban Planning and Development. Quebec National Assembly, working document, December, 1972
- 4 The Montreal Urban Community Act, Quebec Statutes, 1970, c. 84
- 5 The Department of Transport Act, Bill 221, 1972, with amendments, Bill 32, 1973; transportation legislation, c. 55, Quebec Statutes, 1972

F Reference documents

- 1 Municipal Administration Study - Woods, Gordon and Co., July, 1960
- 2 Montreal and its government, directory of publications, Montreal Economic Research Bureau, 1970
- 3 Montreal and its government: Political and administrative outline - Montreal Economic Research Bureau, 1970
- 4 Transportation Sub-committee Report, D.M.A., 1973
- 5 Planning and Economic Development Sub-committee Report, D.M.A., 1973
- 6 Meynaud, J. et J. Léveillé, La régionalisation municipale au Québec Montréal, Editions Nouvelles Frontières, 1973.
- 7 Bourassa, G., Les relations ethniques dans la vie politique montréalaise Ottawa, Information Canada, 1971.

Detailed plan

	1
Introduction	
I The political and administrative structures of the Montreal metropolitan region	3
A The Montreal Area	
1 The Montreal Area	5
1.1 Definition of the Department of Industry and Commerce	5
1.2 Definition of the Urban Planning Department	7
1.3 Definition of Statistics Canada	7
2 Main concentrations	8
2.1 City of Laval	8
2.2 Montreal Urban Community	8
2.3 Ste-Scholastique	8
3 Selection of political and administrative entities described in this monograph	10
B The Montreal Urban Community	13
1 General description of structure	13
1.1 Incorporation	13
1.2 Legal status and special mandate	13
1.3 Area, population and general features	13
1.4 Intermunicipal relationships with the Montreal metropolitan region	21
2 Political and administrative structures	22
2.1 General description	22
2.2 Powers of the MUC	23
2.2.1 Mandatory powers	25
2.2.2 Optional powers	26
2.2.3 Other powers	27
2.2.4 Powers remaining to be exercised	28
2.3 Political structure	28
2.3.1 Community Council	28
2.3.1.1 Membership	28
2.3.1.2 Duties	29
2.3.1.3 Procedure	29
2.3.1.4 Committees of Council	34
2.3.2 Executive Committee	35
2.3.2.1 Membership	35
2.3.2.2 Duties	36
2.3.2.3 Procedure	38

2.3.2.4	Committees	38
2.4	Administrative structures	39
2.4.1	General Secretary's Office	40
2.4.2	Assessment Department	40
2.4.3	Air Pollution Control and Food Inspection Department	44
2.4.4	Metropolitan Transit Board (BTM)	44
2.4.5	Water Pollution Control Department	45
2.4.6	Planning Department	46
2.4.7	Economic Development Board	46
2.4.8	Treasury	47
2.5	Independent or semi-independ't organiz'ns	48
2.5.1	Public Safety Council	48
2.5.2	Review Board	50
2.5.3	Montreal Urban Community Transportation Commission	51
3	Independent organizations	54
3.1	Fire Commissioners Court	54
3.2	Montreal Harbour Authority	55
3.3	Montreal Arts Council Fund	55
3.4	Montreal Island School Council	56
C	The City of Montreal	57
1	Outline	57
1.1	Incorporation date	57
1.2	Population	57
1.3	Area	58
2	Political structures	58
2.1	General form	58
2.2	Eligibility of citizens	61
2.2.1	As voters	61
2.2.2	As candidates (for elective posts)	61
2.2.3	Municipal political parties	63
2.3	Council	63
2.3.1	Composition	63
2.3.2	Meetings	65
2.3.3	Powers	66
2.4	Committees of the Council	70
2.5	Executive Committee	70
2.5.1	Mandate	70
2.5.2	Composition	70

2.5.3	Meetings	71
2.5.4	Powers	71
2.6	The Mayor (duties)	75
3	City of Montreal departments	76
3.1	The Executive Secretariat	77
3.2	Solicitor's Office	82
3.3	Municipal Clerk's Office	82
3.4	Finance Department	83
3.5	Department of Supplies	84
3.6	Auditor's Office	84
3.7	Housing and Urban Planning Department	85
3.8	Department of Public Works	86
3.9	Department of Public Thoroughfares	87
3.10	Parks Department	87
3.11	Department of Social Affairs	88
3.12	Fire Department	89
3.13	Personnel Department	90
3.14	Public Service Commission	90
3.15	Traffic Department	91
3.16	Permits and Inspection Department	92
3.17	Department of Municipal Buildings	92
3.18	Public Relations Department	93
3.19	Sports and Recreation Department	94
4	Coordinating structures	94
4.1	The Executive Secretariat	94
4.2	Coordinating Cttee of Municipal Buildings	95
5	Independent organizations (intermediate administrative structures)	95
5.1	The Public Utility Commission	95
5.2	The Jeanne-Mance Housing Corporation	96
5.3	Place des Arts Administration	97
5.4	The Montreal Catholic School Board	97
5.5	The Jacques Viger Commission	98
5.6	The Montreal Athletic Commission	98
5.7	The Montreal Municipal Housing Board	99
II	Political and administrative structures and urban development	101
A	Structures involved in urban land use planning and development	103

1	At the local level	103
1.1	MUC municipalities	103
1.2	Housing and Urban Planning Department	104
1.2.1	General structures	104
1.2.2	Achievements	106
1.2.3	Department projects	108
1.3	Department of Municipal Buildings	109
1.4	Permits and Inspection Department	110
1.5	MCSB - City of Montreal Joint Committee	111
1.6	Scope of City of Montreal activities in urban land use planning and development	112
2	At the metropolitan level	112
2.1	MUC Planning Department	112
2.1.1	General structures	112
2.1.2	Achievements	113
2.1.3	Hanigan Committee	117
2.2	Economic Development Board	120
2.2.1	General structures	120
2.2.2	Achievements	122
2.2.3	Hanigan Committee recommendations	122
3	At the provincial level	123
3.1	Department of Municipal Affairs (MAM)	123
3.1.1	General structures	123
3.1.2	Structures involved in land use planning	124
3.1.3	MA involvement in the MUC area	126
3.2	Quebec Planning and Development Board	127
3.2.1	General structures	127
3.2.2	Structures involved in the Montreal area	128
3.3	Other provincial organizations or bodies	131
3.3.1	Department of Public Works	131
3.3.2	The Historical Properties Commission	132
3.3.3	Department of Industry and Commerce	132
4	At the federal level	133
4.1	Department of Regional Economic Expansion (DREE)	133
4.2	Other federal bodies (list)	134
4.2.1	National Harbours Board - St. Lawrence Seaway Authority	134
4.2.2	The Department of Public Works	134

4.2.3	The Department of Transport	137
4.2.4	The Department of National Defence	137
4.2.5	The Indian and Northern Affairs Dept.	137
B	Structures involved in urban transportation planning	139
1	At the local level	140
1.1	City of Montreal Housing and Urban Planning Department	140
1.1.1	General structures	140
1.1.2	The committees or task forces with which the Department works	140
1.2	The City of Montreal Traffic Department	141
1.3	Scope of City of Montreal involvement in urban transportation	141
2	At the metropolitan level	142
2.1	Montreal Urban Community Transportation Commission	142
2.1.1	General structures	142
2.1.2	MUCTC transportation planning structure	143
2.1.3	MUCTC relationships with other organiz'ns	147
2.2	The MUC Planning Department	147
2.2.1	General structures	147
2.2.2	Achievements and work in progress	148
2.3	The Metropolitan Transit Board (BTM)	150
2.3.1	General structures	150
2.3.2	Projects completed and work in progress	153
2.3.3	Work accomplished by the Board in cooperation with other organizations	153
2.4	Coordinating committees	154
2.4.1	Subway Steering Committee	154
2.4.2	Surface Development Committee	155
2.4.3	Station Architecture Committee	155
2.4.4	Committee for the Selection of Works of Art for the Subway	156
2.4.5	Damage Committee	156
2.4.6	Land-cost Sharing Committee	156
2.4.7	Air Rights Committee	157
3	At the provincial level	157
3.1	Department of Transport	157
3.1.1	General structures	157

3.1.2	Structures involved in urban transportation planning in the Montreal area among others	159
3.1.3	Connecting Mirabel with Montreal	163
4	At the federal level	164
	Conclusion	165
	Appendices	167
	List of Documents	187

Other publications in this series *

Profiles are also available on the political and administrative structures of the metropolitan regions of:

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